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NOVEMBER JOURNAL OF SOCIAL WORK 1939

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So They Say

• The new war has old causes.—FREDA KIRCHWEY *in The Nation.*

• It is not employers who create employment. It is consumers.—WILLIAM HARD *in Reader's Digest.*

• A winter or two ago the cost of crime went up a billion dollars every time a luncheon club met.—AUSTIN H. MACCORMICK, *New York, to the American Prison Congress.*

• The successful politician is one who, by shrewd insight and skilful propaganda, anticipates the inevitable.—PROF. FRANK H. HANKINS, *Smith College, in American Sociological Review.*

• Well, I can tell you this, that the red card of the Communist Party wouldn't be nearly red enough for me if I had to go to work in a factory at the age of eleven.—LADY NANCY ASTOR *in the House of Commons.*

• By the giving of relief we cannot hope to cure unemployment . . . but we can at least attempt to undo or prevent the secondary blights produced by it.—EDWIN J. COOLEY, *director, San Francisco County State Relief Administration, to the California Conference of Social Work.*

• To arouse a high pitch of ecstasy by promising universal plenty through some sudden change of social and political organization is a waste of resources, because the capacity for giving time and effort to solid development is destroyed by surges of emotion.—ARTHUR E. MORGAN *in Antioch Notes.*

• All nations are righteous in their own eyes and in the eyes of a majority of their people.—*Christian Century.*

• In my time children were really educated.—NICHOLAS MURRAY BUTLER, *president, Columbia University in "Across the Busy Years."*

• The millennium for morons is here, but not even the morons enjoy it.—PROF. EARNEST ALBERT HOOTEN, *Harvard University in "Twilight of Man."*

• My wife is soon to become a mother but what I would rather have is work.—*A relief client to the Indiana State Department of Public Welfare.*

• Don't let me believe there is a girl in Smith College with a soul so dead that she does not appreciate her good fortune—her chance to achieve an education in a land of peace and freedom.—MRS. DWIGHT W. MORROW, *acting president, Smith College, to the student body.*

• It is realized that impartiality in the sense of absolute immunity to the influence of special sympathies, experiences, or habits of thought is impossible; objectivity in the sense of not distorting, selecting or concealing facts in the interest of a preconceived theory, or a partisan case, should be possible.—MORRIS LLEWELLYN COOKE, *in the American Federationist.*

• Song of the new war: K-k-karry, k-k-kash and karry.—F. P. A., *newspaper columnist.*

• We have not attained democracy in America, but for 150 years we have been pursuing it.—WILLIAM PICKENS *in Opportunity.*

• There isn't any way to administer less money than is needed in a way to meet the needs.—CLARA PAUL PAIGE, *director of family services, Chicago Relief Administration.*

• Schools can deal with the conditions which give meaning to love of one's land, but they cannot give pupils a sense of true patriotism.—EDUARD C. LINDEMAN *in Survey Graphic.*

• It is difficult to overstate how Britain irritates these [German and Russian] upstart governments. The British have a way of stirring up all the inferiority complexes.—ANNE O'HARE MCCORMICK, *New York Times, to Foreign Policy Association.*

• The White Race, hitherto flattering itself by claims of supremacy as of divine right, has yet to demonstrate that it is fundamentally superior, or even an unmixed blessing to the world. Its survival at all is by no means guaranteed.—JOHN PALMER GAVIT *in Survey Graphic.*

• It is a disheartening fact that when any chief executive of a city or state throws out the grafters, prosecutes the crooks and insists upon plain simple honesty in the conduct of public affairs, it becomes news all over the country.—WILLIAM HODSON, *commissioner of welfare, New York City.*

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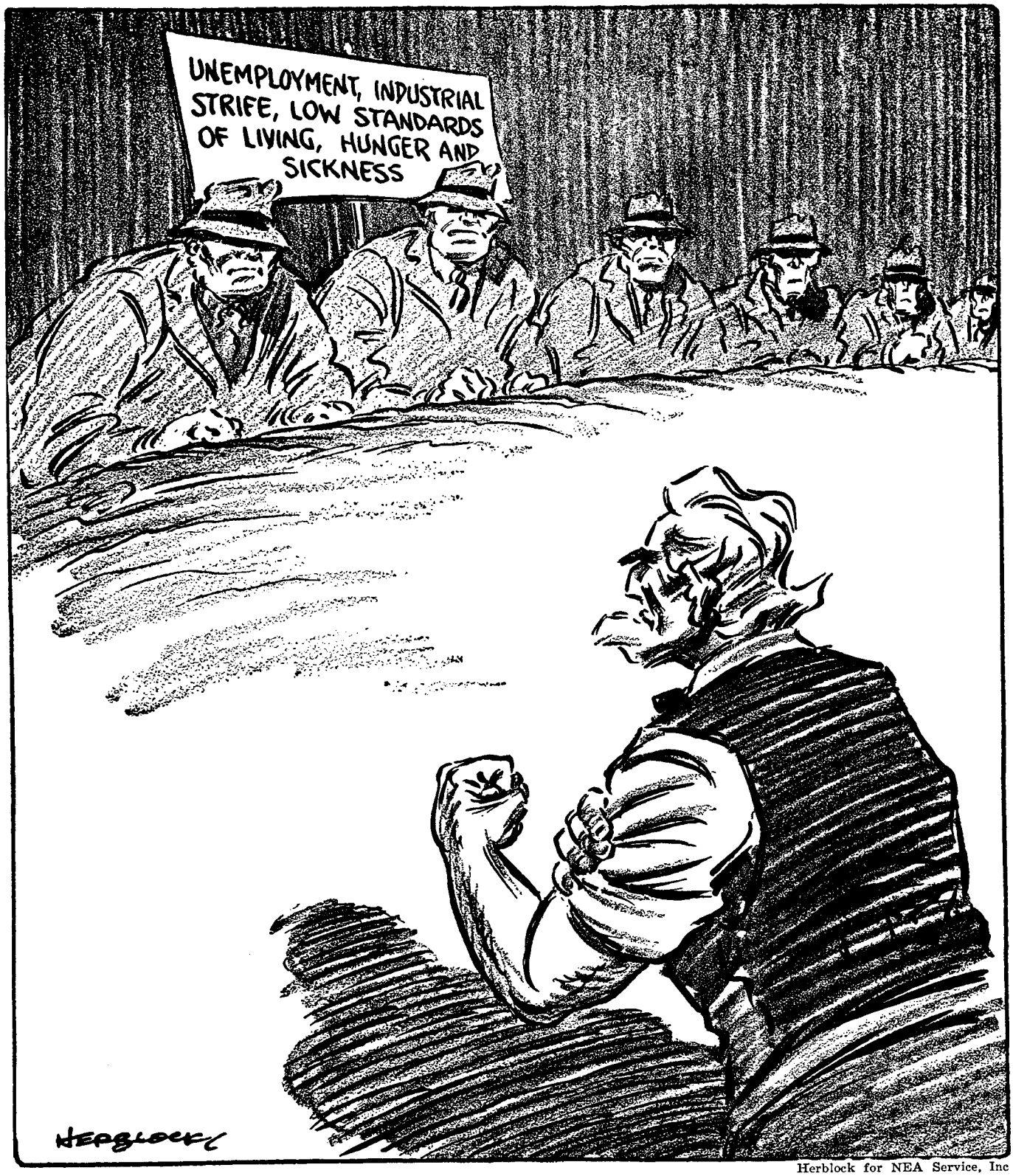

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SURVEY MIDMONTHLY

NOVEMBER 1939

VOL. LXXV NO. 11

When You Work for the Government

By WILLIAM HODSON

Commissioner of Welfare, New York City

MANY battles have been fought over the question of whether the activities of government should be sharply restricted to the narrowest possible range of services or whether governmental activity should be more freely expanded to meet the new and changing needs of the people. During the past decade the tide has been running strongly toward the latter policy. Congressional legislation has extended the operations of the federal government into many hitherto unoccupied areas and to a lesser extent the same trend is noted in the states and localities. Social security, housing, securities regulation, the Tennessee Valley Authority, and the National Labor Relations Board are relatively new governmental responsibilities, to cite a few random examples, and they have their counterparts, in varying degrees, in the lower levels of government.

This development has been dramatized and speeded up by the depression with its vast unemployment and destitution, but there is a deeper meaning in what has been happening. Whatever the difference of opinion may be about the methods or the policies of President Roosevelt, few will deny that, in a remarkably short time, he has changed the thinking of the country as to the varied ways in which government can serve the American people. This will be his contribution after specific measures about which there is controversy have been forgotten. There has long been a growing, if somewhat inarticulate, conviction on the part of the people that "something ought to be done" about our problems and that perhaps government could do some of the things that needed to be done. But these things must be well done if they are to be effective and the issue is whether a free people can achieve the efficiency necessary to accomplish results commensurate with the size of the problem and the extent of the effort made to solve it. The issue is not efficiency alone, time is of the essence as we have been reminded lately. Too many problems that are too long unsolved may engulf us and destroy our liberty.

Our government may be one of "laws and not of men," but men must do the work. A commission appointed by the Social Science Research Council reported a few years ago that in 1935 there were three and a quarter million persons employed by all the governmental units in the country at total salaries and wages of four and a half billion dollars. The figures probably are larger today and will continue to grow. These governmental employes are the people who carry on the vital services necessary to the health and well-being of the country. They represent every professional skill and every vocation from the humblest unskilled worker to the head of the nation. They determine whether our children are well taught, whether the sick are properly cared for, whether our roads are securely built, whether our lives and property are safely maintained. In a larger sense they share in the determination of whether free government can be made to work. In brief, they are very important people upon whose imagination, efficiency and character much depends. The question is how may the community be assured of getting the best possible service from its servants. There are many answers to that question, but I suggest that none is more important than the establishment of a sound employer-employe relationship.

THIS relationship in governmental service has many things in common with the same relationship in private industry, but there are some points of difference. Without attempting to offer a comprehensive list of the basic rights of workers, let me suggest three, for discussion here, which apply to workers wherever they are employed:

1. The right to organize unions or associations of their own choosing.
2. The right to seek redress of grievances through organized negotiation with their employers.
3. The right to protection against unjust dismissal.

The particular methods by which these rights can best be promoted through employe organization will not always be the same in government employment as in private employment. For example, the approach on matters of personnel obviously will be different in those areas of government work covered by civil service.

We cannot make public service a career and surround it with the sanctity of a public trust so long as persons are appointed and dismissed by reason of political changes or to satisfy the whims of elected or appointed officials. A career service must rest upon ability to do the task assigned in a satisfactory manner. If personal prejudice and partisan advantage are allowed to destroy security of tenure for efficient employes, the incentive to good public service will be replaced with individual and political maneuvering

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of a most disastrous kind. It seems incredible that so many communities are still without the protection of civil service, a basic requirement of good public service and of a sound employer-employe relationship.

IT is not necessary to claim for civil service more than experience has shown can properly be claimed. It is not a perfect system. It has elements of rigidity because appointments from the eligible lists are mandatory despite the fact that there may be an individual, outside those lists, who is a perfect fit for the job. The trouble is, that without civil service, it is apt to be a political fit. There is the danger that security of tenure may tend to destroy ambition and lead to mediocre time serving or that the accumulation of rights by employes, such as those of retirement benefits, may cause undue hesitation on the part of executives to dismiss even for cause. There is the unsolved problem of our present inability to test adequately for administrative skill. However, on balance, civil service is the best device we have to protect the workers and the public from political marauders. In the main, it insures appointment on the basis of standards of competence, education and experience, objectively applied.

The private employer, generally speaking, has an authoritative voice in the selection of his workers, in their promotion and in the determination of wage scales. In public employment under civil service, the head of the department, except for a handful of exempt assistants, has no choice in the selection of personnel since they must all be taken, and promotions must be made from the eligible lists established as a result of open competitive examinations. While appointments and promotions are not matters of negotiation between employer and employe, as they may be in private business, the standards of education and experience set for civil service examinations, especially in the professional classifications, may be of real concern to the employes and their organizations, both of which can be effective in securing higher standards through conference with the head of the operating department and the Civil Service Commission. Where there is no civil service, employe groups can do much to protect the administration of public departments from political raids and in agitation for the establishment of civil service. For the most part, public employes do not have sufficient protection against unjust dismissal and most civil service laws are deficient in this respect. Every head of a department should insure his staff against arbitrary action in these matters and the employes can cooperate effectively to that end. I shall deal with this subject later in more detail.

Salaries and wages in the public service are fixed by law or budgetary regulation, usually on an annual basis, and do not fluctuate to any marked degree from year to year. The departmental heads share responsibility in these matters with the fiscal and budget officers. All matters affecting appropriations are determined finally by the head of the government and the legislative or appropriating body. The executive of the department acts here in the role of a manager. He prepares his appropriation requests, defends them as best he can, and tries to make the best possible use of what he gets. It should be noted further that, in the area of relief and public assistance, there are three levels of government working in partnership. The local government is ordinarily the administrative unit and the state and federal governments supervise the operation. In addition to the diversity of responsibility within the local government, the rules and fiscal regulations of the state and federal governments add still further complexity to the situation.

Each department of a city or state government is subject to the general policies established by the chief executive and legislative body for the government as a whole and each must work out its policies and procedures in relation to other departments and to general policy. The urgent needs of one department must be weighed against the needs of the others and the decision on appropriations made in the light of serving the whole public interest. The departments are not competing for profits but for tax dollars.

In brief, the organizational structure of government and of industry have some fundamental differences in architecture and in motivating purpose. The basic rights of workers are the same, but the techniques of negotiation through organized employe groups must be worked out in relation to the special character of government as employer. A private business is organized on a voluntary basis by individuals seeking profit out of the venture and the test of success is in terms of profits. Wages may be reduced to increase profits or to prevent a decline in profits, and wages bear some relation to the profits which are obtainable out of the business. There is bound to be a clash of interest between the employer and employe, the one seeking more profit, the other higher wages. To the extent that higher wages are not met out of savings through more efficient operation they must come out of profits. The worker and the owner of the business are competing with each other for those profits.

In public service the situation is quite different. There are no money profits for anyone. The worker in government is not trying to share in the monetary accumulations which result from his labor and which are in the possession of his boss. There is no conflict between the "haves" and the "have nots" because the executives in public service, like the rank and file workers, are all paid employes of the community. The executives are really managers on behalf of the public. The recognition of this difference and of the fact that public services are vital to the life of the community has resulted in the wise decision of labor organizations among public employes not to use the strike as a weapon for attaining their ends. The public servant and his organizations can appeal to the community that he serves and can influence executive and legislative bodies that control appropriations. With these avenues open they have substituted the effort to persuade for the resort to strike.

AS a result of the nature of governmental organization, there is a larger area of mutual interest between executive and employe in public than in private service and less competitive conflict. Efficient work by executives and workers redounds to the credit of both, not to profits for one. However, the situation should not be oversimplified, for the community as a whole is the real boss and when the community in the role of taxpayer speaks at budget-making time the area of conflict widens and deepens. It thus becomes the task of executives and workers to educate and persuade public opinion. Here the role of employe organizations is extremely important.

The right to organize has emerged slowly over the years, but the last decade has shown marked progress, culminating in federal legislation establishing, on a national basis, the legal right of employes to organize in unions of their own choosing. The country has accepted the wisdom of

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establishing equality of bargaining power between employer and employe. Employes in governmental service are entitled to the same freedom in establishing unions as workers in private industry. Whether there shall be one union or several employe organizations will depend upon the employes themselves. If particular groups wish to organize along racial, religious or other lines, a governmental agency must recognize that right, leaving to the employes themselves the question of unity or diversity of organization.

The right to organize can only be made effective in action if there is an established method of negotiation between workers and executives which is accepted in good faith on both sides. Experience in New York City, first under the old Emergency Relief Bureau and later under the Department of Welfare, has shown that a written procedure covering the whole subject of labor relations from the standpoint both of policy and procedure is essential to clear understanding and a good working relationship. Our experience has demonstrated the value of maintaining a separate division to carry on negotiations with employe groups. The many problems arising in connection with such matters as wages, hours and working conditions require special attention and skill. If they are left to the ordinary processes of administration, the results will be haphazard. In building morale and efficiency, a sound employer-employe relationship is vital and it is worth time and effort to develop good understanding based upon the mutual confidence which results from effective means of communication between executive and staff organizations.

A written labor policy will include details of procedure describing the conditions under which staff organizations will be recognized and negotiated with. The size and makeup of grievance committees must be defined and the frequency and duration of meetings set forth as well as the officials with whom the committees will confer. The subject matter to be discussed will need clarification, especially where the department has local branches in various parts of the city. It is obvious that a local office has limited jurisdiction, especially in the area of general policy, and that some subjects are not pertinent in local discussion because the local office can do nothing about them. Moreover, discussion at the central office needs to be kept close to the things that the central office has power to do something about. It is necessary to distinguish between a general staff meeting called by the official in charge of the office where the agenda and discussion are wholly within the control of that official, and meetings with employe organizations where the purpose is to discuss what the organizations would like to talk about.

IN New York City the original experimentation of the Emergency Relief Bureau and the subsequent experience of the Department of Welfare have indicated that all of these matters can be governed effectively for a large organization if the policies and procedures are clearly stated in writing so that all may read and understand. Moreover, employe organizations have rendered splendid help and cooperation in the development of the whole labor policy. Our experience shows further that fairly complete written statements of policy and method in respect to time and leave rules and all matters of office routine, will serve to reduce the necessity for disciplinary action and keep the office functioning smoothly. Such details as the regulation of the distribution of literature by the employe groups, the use of bulletin boards for union notices and the use of office buildings for group meetings can be managed more easily when a definite procedure has been adopted.

I HAVE referred to the necessity of establishing security of tenure for public employes. It is the business of executives and supervisors to dismiss promptly from the public service all persons who have given clear evidence of their inability to do the work for which they were properly hired. The dismissal of employes is always a difficult and distasteful business, but no public official is worth his salt who does not face that issue courageously. The head of a department always must accept his full responsibility to manage his department and control its operation in the area of personnel, as elsewhere. On the other hand, it is equally important that the public employe who is rendering good service should not be jeopardized in tenure because of bias or prejudice, or by reason of any considerations other than those of performance. Consequently, I believe that a public department may well provide within its own organization, as the New York City Department of Welfare has done, a section to which employes facing dismissal may appeal for a hearing before they are dismissed.

This hearing should afford an opportunity for full presentation of evidence on both sides. Employes should have representation of their own choosing and a record of the hearing should be available for them, as well as for the administration. In order to make assurance doubly sure, we have taken over in the Department of Welfare on a permanent basis the Hearings Board originally established by the Emergency Relief Bureau. This board, a group of citizens who have no other connection with the department, acts in an advisory capacity to the commissioner, who has the legal responsibility for taking final action. Here again, our experience has shown the value of a written procedure establishing the method of appeal and defining the circumstances under which it may be taken. The employe is thus fully advised of his rights and how to exercise them. The Hearings Board has rendered unique service to the department and has made a real contribution to the practice of good labor relations.

The interesting thing about a hearings board, such as we have in New York City, is that it has a double value. In the first place, it may recommend reversal of a dismissal and right a wrong in a particular case where dismissal has occurred, thus giving the employe a sense of security against injustice. But more important still is its preventive function. By that I mean that the very existence of a hearings board tends of itself to eliminate prejudicial dismissals in the first instance. A supervisor realizes that he may be called upon to defend his action and must be prepared to state specifically the reasons for the dismissal and the evidence which supports these reasons. The net result of this protection is substantial agreement by all our employe organizations that dismissals by reason of prejudice or because of organizational activity have been eliminated. This, in turn, has resulted in sharpening up the analysis of the work of our employes and their production so that we may know specifically whether or not they are doing a satisfactory job. Dismissals can then be based upon concrete data of a sort which can successfully withstand the careful scrutiny of the head of the department and the Hearings Board.

I would not have you believe that the organization and the administration of this program have been achieved without difficulty and hard work on the part of both ex-

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ecutives and the leadership of the staff organizations. Many mistakes of omission and commission can be charged to the executives and to the employes. But after four years of good will and earnest effort on the part of all concerned, we are entering upon what we hope is the age of maturity in the development of the employer-employe relationship in the Department of Welfare. It is a significant fact that whereas in the beginning the employe organizations usually appealed a large number of dismissals, these organizations now have become selective in the cases which they appeal.

IN the early days the executives were of the opinion that meetings were asked for too frequently by the employe organizations, that they lasted too long, and that the subject matter tended to get beyond the jurisdiction of the particular supervisor concerned. Marked progress is noted in this connection. Meetings are less frequent than heretofore, the discussion is more to the point, and the vital interests of the employes are even more adequately protected than they were in an earlier day. There were times when a few zealous members of employe organizations extended their union activity during the working hours of the day and insisted upon posting bulletins and notices which were not always pertinent. These and other problems are being eliminated as the new cooperation between executives and the rank and file becomes firmly established, and as experience shows all of us the ways that best serve the department as a whole.

It is the duty of management to establish standards and controls to effect those standards and to see that the department functions at the highest level of efficiency consistent with proper consideration for all interests. The employes of the department have recognized the responsibilities of the executives for management and they, in turn, have shared the responsibility of maintaining a high level of performance. It was inevitable that there should be differences of opinion and that requests of employe organizations would be refused from time to time, particularly in a department administering relief where so many emergency problems have to be dealt with on an emergency basis. The important thing is that the issues have been thrashed out around the table, that executive decisions have been accepted by the staff and carried out, and that the channels of communication have been kept open for a consideration of each new issue as it arose. Good will and respect for the sincerity of both executives and workers have characterized our deliberations.

The final test of every policy adopted by a governmental department is whether or not it serves the public interest. The characteristic thing about executives and the rank and file employes in governmental service is that they both are employes of the public, engaged and paid to promote the public welfare. No policy and procedure can be justified merely because it is desired by one group or another, or because it serves the interest of that group and its membership. Every policy must serve the larger public interest or it cannot be defended and maintained. Upon the basis of my experience in the Department of Welfare in New York City, I am prepared to say that the labor policies I have outlined here have resulted in better work within the department because our employes have had a sense of security and fair dealing. We have sought to safeguard the rights of our employes just as we have undertaken to define clearly their obligations and to see that these obligations were properly discharged. Our policies and procedures have followed the ideals of the progressive city administration of New York, of which we are a part, and millions of people have had kindly, humane, efficient help from a staff which has recognized that its public service is a public trust, and the efficient performance of its duties a personal obligation.

These are days when the word "democracy" is frequently used. We cherish the ideal of personal liberty, the right to think and speak and act according to our own convictions. Respect for the individual and a desire to give him an opportunity for fulfillment is basic to our form of government and to sound labor relations in and out of government. The public services concern every aspect of our lives and affect our social and industrial structure at many points. With the growth in these services and the extension of governmental activity to meet our common needs we shall put an increasing strain upon our democratic form of government. Can it be as efficient as the complicated problems of the day require and can it act effectively to solve these problems within the time which destiny allots? The great army of public servants in this country, of high and low estate, holds at least one answer to those questions.

Evacuating London, and Afterwards

By HAZEL HUNKINS HALLINAN

ENGLAND'S swift evacuation of 1,300,000 urban children is probably the most remarkable piece of administrative social work ever accomplished in that or perhaps any other country. It is now, however, presenting some urgent social problems. British critics, who call the evacuation a "typical British muddle" exempt the evacuation itself, which was a smooth, almost gay performance, and reserve their condemnations for the conditions now faced.

That these conditions are difficult no one will deny. The evacuation has disrupted the pattern of life of great numbers of people and has put unwonted strains not only on individuals but on schools, medical services and housing facilities. Most of these were foreseen; others were not. Adjustments and changes will have to be made, indeed are being made. For example, it became apparent very quickly that billeting city mothers and their young children with village or country families would not work. The government has recognized this and is accelerating the completion of some twenty-five camps for the group of evacuées most difficult to assimilate—the mothers with young children. Each camp, with a matron in charge, will have communal kitchens and dining rooms, planned work and recreation.

The school children had two weeks of preparation and drill for evacuation prior to the order. They met daily with their clothes packed for departure, with gas masks and one day's supply of food slung over their shoulders, with name tags around their necks. They arrived at the stations for entrainment like clockwork.

During the three days before war was declared 607,635

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persons were evacuated from London alone. School children with their teachers and helpers, all of whom travelled by rail, went the first day; on the second, mothers with children under five and 4000 women in the last month of pregnancy; on the third, traveling by motor coaches, 17,000 handicapped children—blind, crippled, mentally deficient—also the "toddlers" from nursery schools, day nurseries and orphanages.

This migration had meant months of desk work for the London County Council. Parties assembled at 1589 points and passed through controls at one or another of 168 entraining stations. The Food Control and the Milk Marketing Board worked closely with the council to divert supplies from London to what were termed "reception areas." In London about 20,000 of the teaching staff, and 1000 of the official staff were aided by some 20,000 voluntary workers. There was not, in the whole affair, a single casualty and not one child was missing for more than an instant.

Meantime each reception area, chosen for its freedom from bombing objectives, had been told to prepare for a 12 percent increase in its population. Welfare workers, teachers, scout masters and public spirited women had worked for months making a billeting census. This meant a house-to-house canvass to ascertain just how many people each little village could take.

IT was no easy job for the canvassers. Never before in England had a home owner been put under the legal obligation to take in a person or persons about whom he knew nothing. In other times it would have been inconceivable, an outrage to a tradition as old as the oak. Yet thousands of people, despite misgivings, opened their doors to share the privacy of their homes with evacuées. Of course, every village produced exceptions who had to be threatened with the law if they did not take their quota. On the other hand, there were some people whose straitened means or cupidity made them eager to take more children than they should, tempted by what seemed to them the large allowance paid by the government for each child.

The authorities finally arrived at a rough and ready system of allocation. They counted the number of rooms in a house exclusive of the kitchen, and deducted from this the number of people already living there. The result was the number of children that house should take. Thus a four-room establishment with two people was assigned two children. In general this plan worked very well. Two people living in country mansions of twenty rooms had to arrange somehow to take their quota. In many cases, whole sections of houses were set off as dormitories. While Mrs. Trinder, the gardener's wife, agreed to take two children besides her own, Dr. Moxley of the big manor house agreed to take twenty boys and their scout masters.

At 271 railway stations between Land's End and the Wash, during these three days of evacuation, trainloads of children arrived. Some of the children were gay and noisy, others were like bewildered little sheep. A few in every group were obviously frightened. But they formed their fours and got into the buses, on the front boards of which they read their destination for the first time. Group one went wherever Bus No. 1 was going; group two went wherever Bus No. 2 was going.

Right here were sown the seeds of the first difficulties. For by this method at the distributing end, schools got separated, groups were broken up and brothers and sisters lost one another.

At the end of the bus routes, the reception committees came into action. The buses drew up at the village hall or the green or in the forecourt of the squire's mansion. Hot tea and buns were passed around to tired smudgy little persons whose accents fell so strangely on country ears.

Then the roll call.

"Mrs. A. says she'll take two little girls not more than ten years old." "Here you are, Mrs. A." And two little girls from the same school find themselves in the hands of their foster-mother. "Mrs. B. is down for three boys." "Here you are, three boys." "But there are four of us," pipes up the oldest with three small brothers in tow. "Who's down for four boys?" asks the local billeting officer. Mrs. C. steps up and the four brothers go off with her. Sometimes brothers and sisters had to be separated but they were usually placed with very near neighbors. The actual billeting had all the forethought and imagination possible, but it could not undo the mistakes at the beginning of the bus journeys.

Another problem promptly emerged that first evening. Foster-mothers found themselves coping for the first time in their lives with the dirt and vermin of the city slums. In the little village where I was staying, there were actually children who couldn't remember ever having had all their clothes off or of ever having had a "soapy" bath. Some were afraid their clothes would be stolen; some expected to sleep in their boots. From our village went a postcard from a little girl to her parents saying that where she was, people put on a different dress to sleep in at night and that now she had one. A first nightdress!

The day after the children's arrival, it became apparent that clinics would have to be opened instantly to deal with the condition of their heads and bodies as well as to diagnose and isolate illnesses. A voluntary local committee speedily came into existence. In a few hours, a doctor with capable assistants had a clinic going in the schoolhouse. Little boys had their heads shaved and little girls were treated with a fine comb and a bottle of kerosene. The countrywomen's horror of vermin in their age-old thatched houses made this a swift and thorough campaign.

THE verminous state of London children was a surprise to most people because the London County Council has a cleansing system run by the schools and health services. But the evacuation came at the end of the summer holidays when the children had not been at school and under the care of the public health services for about six weeks. Even so the condition was not so prevalent among the school children as among the mothers with toddlers who have no regular supervision.

Another difficulty was with the country food. Poor children in London are brought up largely on "fish and chips," a bit of fish fried in fat with potatoes, brought home usually all cooked in a cone of newspaper. Children accustomed to this fare hated the food of the country. Many of them never had eaten vegetables and many never had seen a milk pudding. But in these few short weeks, they have learned a lot. Now they eat their vegetables and meat and drink milk and even like butter better than "dripping."

Two weeks after the exodus from London, I revisited the Oxford reception district. What a change! The pale little Londoners, sucking candy, had turned into brown country children, picking blackberries, feeding the chickens and pigs, no longer bewildered by the sights and sounds and smells of the countryside. They no longer looked for a po-

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liceman before they ran across the village green, although they still cast a wary eye for him when they picked flowers. One could say that the benefit to the children already had been enough to offset every other consideration.

However, there are difficulties, little and big, temporary and permanent.

To meet one type of difficulty, local authorities have formed what they call "Square Peg Committees." Here is an evacuated small boy raising the devil in a household with several small girls. The Square Peg Committee changes him over to a family with two other small boys. Here is a homesick little girl whose happiness will revive if she is rebilleted with her cousin in the next village. The Square Peg Committees have shown themselves most resourceful in dealing with the children's troubles.

The main difficulty in the whole scheme has been with the evacuated mothers. Working class women from C.3 homes just can't be given a bath and a change of clothes and the matter thereby settled. They are individualistic in their homes and they do not fit into the countryside. Even their speech is foreign. To add to the trouble, the lack of their usual household duties soon creates leisure time problems. Many of the mothers have to cook for their children in their hostesses' kitchens. What two strangers can share the same cook stove without some primitive reactions?

Lack of imagination in foreseeing these difficulties has given the government an added burden. In spite of the danger involved, these women are returning to their city homes in large numbers, bringing their young children with them. In the event of a second evacuation, which may be compulsory, they will have to pay their own expenses. It is estimated that between 25 and 40 percent of the evacuated mothers have drifted back. The camps, which the government is building, may be the answer to the problem.

There remain, however, the long term problems of these English villages with a 12 percent increase in their population. This means a 12 percent additional pressure on the already antiquated drainage and sewage systems and on the water supply which, in many summers, is a matter of rationing at the wells. It puts a double pressure on the schools which now are doing their best with two sessions a day, one for the home children and one for the visitors, and increased congestion in housing accommodations which have never yet recovered from the shortage caused by the last war. Doctors foresee a sharp increase in winter epidemics among children at a time when most of the doctors and nurses, who have previously served the districts, have been called away. In a few months, the little vegetable gardens which yield barely enough to see the country people through a normal winter will be another problem.

However well the actual redistribution of Britain's population has been managed, there now arises in the rural communities which have been enlarged so abruptly, all the familiar social problems of dislocated family life, of overcrowding, of sanitation, of health, and of want. And with them that strange new problem which has spread all over Europe, the problem of living a life which, since no one knows when the war will end or what life will be like when it does end, has no familiar pattern and no room for planning even a day ahead.

Pennsylvania's Unique Feat

By GERTRUDE SPRINGER

JANUARY 1, 1940, is the deadline on which, by the terms of the Social Security Act, the state of Pennsylvania must drop the age minimum for old age assistance from seventy to sixty-five years. This change in requirements will affect the eligibility of some 40,000 residents of the state and make them candidates for this particular form of aid. Foreseeing this additional load on its already hard pressed funds the State Department of Public Assistance, for months past, has been endeavoring to offset and to control it somewhat by means of more strictly enforced demands on relatives with a legal obligation to support; and, latterly, by the use of the budget unit system whereby the needs of the aged person are estimated not on an individual basis but in relation to the household of which he is a member, using a budget somewhat higher than the state's general assistance budget as a measure.

A little background is necessary to understanding of the methods by which Pennsylvania is performing the almost unique feat of reducing its old age assistance rolls without recourse to the process known as "slashing." Pennsylvania had a going old age scheme for more than a year and a half before the federal plan under the Social Security Board became effective. Its law, which began to operate on December 1, 1934, set up a system fully supported by state funds with responsibility for administration vested in local boards which for years had handled the state program of mothers' assistance. Although the law itself was assailed by critics as "the worst in the country," its administration met with general local approval. By the end of 1935 the roll of recipients numbered 39,584, with a total annual cost to the state of $9,124,993. A year later, with federal funds now in the picture, recipients stood at 62,036, cost for the year at $11,703,712. At the end of 1937, after eighteen months of federal participation, the rolls numbered 95,504 with the 1937 cost adding up to $22,639,542. Pennsylvania, and particularly its legislators, began to feel nervous.

It must be remembered that Pennsylvania does not earmark funds for special types of assistance. The legislature appropriates a lump sum biennially to meet the estimated requirements of state general assistance, state blind pensions and of the two categories, old age assistance and aid to dependent children, in which there is federal reimbursement. The counties do not participate financially in the program. Applicants for assistance are considered wholly on the basis of their eligibility, not on availability of funds. When funds run out, as they have with discouraging consistency, the legislature has been called to make a deficit appropriation. At its last regular session the legislature appropriated $122 million for public assistance for the biennium beginning July 1, 1939. That is a lot of money in Pennsylvania or anywhere else, and when it was frankly stated that the sum was bound to be inadequate and that bigger and better deficit financing was inevitable, it is not strange that the anxious taxpayers' question, "Where is this going to end?" was communicated in pressures on state

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officials. These pressures have been, and are, heaviest on the Department of Public Assistance, the spending end of this large slice of the state income.

With a general assistance load that, until midsummer, stubbornly refused to shrink, with an ADC load that persistently followed a rising curve, and with the prospect of some 40,000 more persons becoming eligible for old age assistance within the year, the department found itself definitely on the spot.

Refusing to sacrifice its budgetary standards, admittedly inadequate but at that hard won, or to indulge in a "slash" or a "purge," the department went to work to tighten up its procedures within the framework of the laws under which it operates.

THE administration of old age assistance, because of the impending increase of applicants, was scrutinized late last year. In December the rolls stood at 88,342 as compared with 95,504 a year earlier; by August they had shrunk to 81,029. Estimates for October put them at 80,000. During all these months the average allowance remained at about $21.25.

While various factors have figured in this reduction, the major factor, officials say, has been that known as "cracking down" on relatives "liable and able to support." The Pennsylvania law defines these relatives in all categories of assistance as: spouse, child, father, mother, grandparent, grandchild. Spouse, child and grandchild are about all that matter in the cases of the aged. Starting last year, resources of these relatives have been examined rigidly, not only those of new applicants but of recipients as their cases came up for periodic review. The willingness of relatives to support or of recipients to accept their support does not figure in the law or, with a few exceptional exceptions, in its interpretation. "Liable and able" is the measure. As an over-all yardstick, a budgetary standard based on estimated living costs for "essential requirements" is taken as a basis for computing ability. If the family income of a "liable" relative is at or below this budget level, no contribution to the aged person is demanded. But if the income is above the budget level—a little leeway seems to be permitted here—the "ability" of the "liable" relative is computed and the expected sum figured as a resource in fixing the budgeted allowance of the aged person. Should the relative refuse to make the expected contribution, the amount of it is deducted from the allowance anyway and the recipient is urged to take the matter into court. If he refuses, as many of them do—"I'd rather starve than put the law on my son,"—his allowance remains at the reduced figure. However, as soon as the client initiates court action the deduction is restored until the case is settled, when the budget is adjusted according to the court's decision. Although county boards of assistance may act in behalf of a client whom they deem unable for "good reason" to appear in court, the general policy is to induce the client, by budgetary pressure, to act for himself. County boards have some slight discretion in dealing with exceptionally difficult cases, but here traditional concepts of "worthiness" are apt to color judgment. In general the county boards, especially in the less thickly populated counties, seem inclined to stand on the law and to disregard complicated family situations.

Having materially reduced the old age case load and, since word of such matters travels fast, the number of new applicants by this process of strict enforcement of the law, the Department of Public Assistance is now taking another step and applying what it calls its budget unit system to all new applicants for OAA and to present recipients when their cases come up for periodic review. This system has been in operation for some time with families receiving aid to dependent children. Reduced to its simplest terms it assumes that if the resources of the household unit are above a specified assistance standard no one in that household requires any form of special assistance. If the resources are below that standard, the budget is figured for the whole family with the special categorical assistance for which any member may be eligible counted as a resource. The deficit is then met out of the state's general assistance funds. For example, "Old John" lives with his daughter, her unemployed husband and two children. The family has no resources whatsoever. The assistance budget for this family of five is $64.75. It should be noted, however, that this budget varies between urban and rural counties and is in all instances somewhat higher than the budget of a general assistance (GA) family which does not include an OAA person. Since "Old John" is eligible for OAA, and since the Social Security Board reimburses 50 percent on his budget up to $30, the charge-off is figured thus:

	Budget Unit *(5 persons)*	OAA *(1 person)*	GA *(4 persons)*
Food	$30.75	$ 9.00	$21.75
Clothing	9.50	3.00	6.50
Fuel	10.35	6.00	4.35
Shelter	11.15	9.00	2.15
Incidentals	3.00	3.00	—
	$64.75	$30.00	$34.75

By this system the "budgetary deficiency" of the family, which the state meets as general assistance, is reduced to a little more than half of the total budget for "Old John" and his four relatives. If and as the family, other than "Old John," develops outside resources these are figured first against the GA share, second against the OAA share. However, when such resources add up to more than the budget of the total family unit, "Old John" automatically becomes ineligible for old age assistance.

The case of "Old John" is of course extremely simple, much simpler than even run-of-the-mill cases have a way of being. If, for example, the household should include children eligible for ADC and a young person or so with small occasional earnings, the budget balancing becomes, at least to one unskilled in mathematical formulae, a fearful and wonderful business involving the figuring of such matters as "adjusted income," "excess income," "distributed income" and "total applied income."

SOCIAL workers say that the system "is hard to explain" to clients, especially when it has the effect of reducing allowances as cases come up for review. Officials say that the system merely "draws the categories together" and recognizes in bookkeeping "what everybody knows": that in practice OAA and ADC actually are general family resources, not the special resources of individual members. Critics say that the system undermines the philosophy of OAA and ADC and reduces them in fact to the level of general relief. They point out that in Pennsylvania, where standards for categorical and general assistance are relatively high, the system may not, on the whole, operate to the dollars-and-cents disadvantage of most of the OAA and ADC recipients. But, they add, should the system

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be adopted by states with low standards, the result would be to wipe out all categorical distinctions, to relieve the states and communities of responsibilities for assistance in households with a member eligible for categorical aid and, in reality, to put the Social Security Board into the business of general assistance.

Whatever the arguments, and they have been many and heated in Pennsylvania, the responsible officials are firmly of the opinion that, in looking ahead, consideration of the whole assistance program must take precedence over any of its parts; that unless every device within the law is employed to control each part, the whole program, vulnerable because of its great cost, may be crippled or even destroyed by economy-minded legislators.

They point to the fact that under the budget unit system the pressure on state funds for ADC cases has been noticeably lessened, and they are prepared to demonstrate with a basketful of figures that the system applied to OAA cases will reduce or discontinue a large number of allowances. In estimating shifts in the whole case load due to the change on January 1 in age eligibility for OAA, they say that under the budget unit system, plus the stiffened requirements for support by outside relatives, only one out of every four new OAA eligibles will come from among persons not already receiving state assistance; whereas in the days before "relative's responsibility" and the "budget unit" approach to OAA, three out of four new eligibles were previously unknown to assistance agencies.

Thus the Pennsylvania officials anticipate January 1 as a date, not when a staggering new load of old age cases must be taken on, but as a date when Uncle Sam will share the bill for a goodly number of general assistance cases for which the state hitherto has been entirely responsible. "Theory," they say, "must give place to reality."

Training for Rural Social Work

By HAZEL A. HENDRICKS

Field Consultant in Child Welfare, U. S. Children's Bureau

GROWING pains are inevitable in anything that has developed as rapidly as the field of public social service, expanded almost unbelievably in the last six years. Worst pain to spread from federal, state and local agencies to schools of social work, state universities and professional organizations is the headache caused by efforts to determine what training is most essential for the social workers that must be produced to assure the effectiveness of these services.

The problem looms particularly large in relation to child welfare service in rural districts, a service that has had most of its growth since the passage of the Social Security Act in 1935. A relatively brief experience points definitely to the fact that if children really are to benefit by the act those who carry it out, from the top administrator down to the field worker, must be especially equipped for their jobs, with professional preparation that keeps a large clear eye on the proclivities of the field.

The words "rural area" connote different things to different people. One person might see corn fields marching to the horizon; another, stony hillsides, mean in yield and size; a third, a dusty coal camp. It is obvious that in three such regions the problems of service differ widely.

Anyone who believes that the American frontier has vanished should accompany a rural social worker on her rounds. In one state within seventy-five miles of a great northern metropolitan center, he easily could come on men "swapping wives for jack-knives"; in another he could see a man who traded his thirteen-year-old daughter to a forty-five-year-old bachelor for a cow; in another, a county judge who encouraged a mother to "sell" her four children for money to pay for her divorce. In more states than one he could see dependent boys under ten committed to the state reformatory because there is no other place to send them; girls and boys of four—yes, four—to sixteen in county poor farms; children of fourteen years and under, in county jails; children separated from their families for life, placed in superficially investigated homes, suffering not infrequently from neglect, overwork, exploitation and even abuse.

The territory covered by one child welfare worker may range over twenty-seven counties. In one state the worker gets around chiefly on mule back; in another, she "poles a boat" to the homes of some of her families. Such a worker cannot draw on community resources—there aren't any.

It is popular to say that radio, telephone and good roads have eliminated distance. Child welfare workers know better. Hundreds of the homes they visit are far from paved roads. Often they must leave mule, boat, wagon or car, and finish the trip on foot, wet and muddy to the knees.

Caused by and intensifying such isolation is the frequent lack of rural free delivery service and of schools that can be reached by the children. Medical attendance is reduced to a minimum—a doctor's call costs so much that it is delayed until illness is far advanced. Churches, shopping centers, places of amusement are pathetically few.

In addition to physical factors, cultural and social patterns tend to isolate some groups. The rigid traditions and customs of the foreign born and their descendants, who even after two or three generations in this country do not speak English, keep them from mingling with "Americans." But rigid cultural patterns are no monopoly of the foreign born. In certain sections, native Americans couple inflexible religious belief with moralistic prejudice toward the ne'er-do-well, the unmarried mother and her child, the alcoholic, and the child whose "folks are no 'count."

NOT all state and local welfare departments operate on the same basis, though they have common denominators of practice and function. State patterns of administrative and supervisory control vary according to the equipment and security of the executives, the realities of the local situation, attitudes, size and capacity of the staffs.

Inherent weaknesses in state child welfare programs can be corrected only by leaders with training, philosophy and experience enough to see child welfare in its true perspective and with courage enough to modify previously accepted methods which do not fit realities. What may be expected of a "trained" worker in the state program often occasions

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confusion. Some state departments expect too much, forgetting that a child welfare worker is after all a human being. Others give full credit to trained workers for successful undertakings. Some enthusiastically grant leaves for workers to secure additional training, while others grant the leaves with poorly concealed pessimism, or not at all.

Opinions differ as to what should constitute the training of the child welfare worker for the rural field. In general it is conceded that everyone dealing professionally with human beings should be trained along two broad lines: the acquisition of professional knowledge; the acquisition and development of working skills. But just exactly what working skills does the rural worker need and how can schools of social work define and impart them?

That is the challenge which this field offers at the present time to the schools of social work. Until they meet it, it is debatable whether newly graduated workers, with little or no experience in community organization and without previous administrative or supervisory responsibility, should attempt to perform the wide variety of tasks which confront them in rural areas. Theoretical work and carefully supervised field work, usually in urban centers, cannot prepare them for the exigencies of rural work as it exists today and for the personal adjustments that it demands. Often the county public welfare directors have had no professional training; frequently there is no county case supervisor and although the state staff may attempt some supervision, the very nature of the program makes this supervision sporadic and general. The child welfare worker must carry a case load, act as consultant on a wide variety of children's problems, develop an awareness in the community of its needs in relation to child welfare and assist in planning to meet these needs. Sometimes she must assume direction of a county office, and always she must be at the beck and call of groups which seem to have slight relationship to her job.

FOR all these duties the usual technical professional education is inadequate. Of course undergraduate courses in economics, political science, sociology and psychology are important and necessary as well as the basic graduate social work courses, including family case work, child welfare problems, medical and psychiatric information, public welfare administration, community organization, research and statistics, with field work in family and child welfare agencies. But to these as essentials in the preparation of the rural social worker should be added the study of social legislation, social insurance, taxation, and the historic approach to social problems, public assistance and public welfare administration. Especially desirable for rural child welfare workers are studies in community organization and group work and something of the federal government's agricultural program and land policies in general.

Within the states, the responsibility for public child care is vested in state and local governments—cities, counties, and towns. Therefore knowledge of the organization and functioning of all local government agencies, not merely those with which her job gives her immediate contact, is a prerequisite for the worker with children.

If she knows where the county revenues come from, and how and for what they are spent, she may develop more understanding of the problems of the local officials, an understanding apt to become reciprocal. Her work will also profit if she learns to recognize the inherent differences in the handling of money among human beings in various sections of the country. In some areas, where topography restricted communication and transportation for early settlers, stern economy is a heritage. In others fertile land, favorable growing conditions and accessible markets have developed a freer attitude toward spending. The money attitude in any country community is part of its whole rural philosophy which will unfold before the worker as she becomes acquainted with the taboos and the honored customs of the community in which she is placed.

But the child welfare worker must also possess a broad knowledge of technique, methods and principles of public welfare administration, as it effects children—children in their own homes (where there is or is not economic need) before these homes are broken up and children separated from parents; children in foster care or in institutions. Courses in history of public welfare administration are not enough to provide skills for meeting everyday problems.

Since she always must deal with partially abstract and therefore nebulous phenomena the child welfare worker must expect criticism from laymen, particularly from those unaware of the complexity and subtlety of work with human beings. She will do well to avoid quibbling over trivial matters when, by yielding a relatively minor point, she might win cooperation for a major one.

CHILD welfare workers fresh from the schools often find it hard to apply their training to specific situations and to reduce their professional vocabulary to easily understood terms. Frequently when a worker goes into a rural area and meets a "real" situation instead of a synthetic one, she becomes confused and disheartened, and revolts either against the job—"This isn't really social work,"—or against her training, leading her to agree with Josh Billings that "Ignorance ain't so much not knowin' as knowin' such a lot that ain't so."

The rapid increase in demand for trained personnel in the field of child welfare has resulted in a flood of applications to schools of social work. Many of the applicants have no preparation or special aptitude for the work, only a general interest in it and a need for employment. It is clear that the schools—and they are the first to recognize it—have on their hands a responsibility for vocational guidance for undergraduate students looking to public positions in child welfare work. Otherwise they may find that their most carefully planned and ably supervised training in basic concepts, philosophies and principles is lost on a student limited and restricted by personal experiences, interests and tastes. It is the schools' job to supply the field with workers who are able to cope with economic and environmental situations; who are patient with slow progress and able to inspire confidence in their own capabilities; who have enough initiative and imagination to turn a situation's latent possibilities into account and enough self-assurance to stand up alone to complete responsibility. If child welfare workers could be given a period of protected but real experience, similar to internship, between school of social work education and full responsibility for a job, some of the problems now plaguing the field might be eliminated.

It is inevitable and desirable that new techniques will be developed during this period of sudden expansion of services to children. Old methods will be discarded, definitions will be recast. What philosophy and patterns will emerge cannot now be predicted, but in the present ferment there is promise of enrichment for the entire field of social work education, training and practice.

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MISS BAILEY GOES VISITING

"Why Can't They Let Us Alone?"

By GERTRUDE SPRINGER

"DOGGONE it, why can't they let the poor old woman alone?" Miss Bailey caught the words, not meant for her ears, as she passed through the outer office to keep her date with Miss Mason, the county director. Only a moment before she had heard a beshawled figure outside the door of the office mutter, "Why can't they let me be?" And yesterday at the State Welfare Office she had heard such rumblings as: "If the politicians would let us alone . . . if the governor . . . if the Social Security Board . . . if Washington . . ." It all began to sound like the fabulous fleas that had littler fleas to bite 'em.

Miss Mason, the telephone at her ear, waved a greeting and went on with her conversation: "Yes, I understand . . . yes . . . yes . . . um-m . . . I don't know about that. The whole board would have to act on the case and the state office says very definitely . . . yes, I too wish it would let us alone, but you know. . . ." Miss Mason put out one hand to Miss Bailey and hung up the phone with the other. "One of my board," she explained apologetically. "He's upset because the state office won't let us alone, though he ought to be used to it by this time. One of the new rules on old age assistance is hitting a case he knows about. The woman has been to see him and he's promised her he'll fix it up. He used to be in politics and he still believes in fixing. He talks my ear off, and there isn't a thing I can do. I wish he'd let me alone."

Overboard at this moment went the interview that Miss Bailey had projected. Another day would do as well as this to learn how this county, bordering on another state, was handling a difficult relief situation precipitated by tough new residence requirements. Now, plainly, was the moment to follow the trail of this practically unanimous desire of everyone to be let alone. Miss Bailey wished that she might start on the trail in Washington, evidently where it began, but long experience had taught her to start where she was. She could come back to the Washington end of the trail later on. Now she must pick it up at its other end—the old woman in the shawl on the doorstep of the welfare office seemed the point at which to start.

Miss Mason knew the old woman well. In fact it was about her that the board member had been protesting. "He wants us to let her alone and he can't get it through his head that we can't because the state office won't let us alone. Mrs. Trommer is exactly the kind of case that the new rules were made to catch. Why, even the visitor is all upset (Miss Bailey remembered that grumbled "Doggone it" in the outer office), and blames her supervisor, and the supervisor blames me, for not letting the poor old thing alone. We're all running in a circle blaming the one ahead for what none of us can help."

Mrs. Trommer, it seemed, lived with her married daughter whose husband's earnings, meager and irregular, had been just barely enough to keep the household off "the welfare." Mrs. Trommer's old age allowance, for which she was undeniably eligible under the rules laid down in the honeymoon days of the social security program, kept her support from being the straw to break the camel's back of the family's independence. But now the daughter's husband had died leaving three half grown children and $750 in insurance, and the honeymoon days of the program were over. Under the new rules laid down by the state office, Mrs. Trommer was not eligible for old age assistance while the household of which she was a member had cash resources of $750. Her allowance must be cut off.

"Now to anyone who knows the family and who can see beyond the end of his nose," Miss Mason warmed to her subject, "it simply doesn't make sense. The minute that insurance is used up, or practically so, the daughter's three children will be eligible for aid to dependent children, and Mrs. Trommer will be entitled to go back on OAA provided a new rule hasn't been sprung on her.

"Don't you see (Miss Bailey did) how much more sensible it would be not to cut off her $12.75 allowance? Even that little bit of cash coming in every month would eke out the daughter's $750, make it last a lot longer and postpone the day when we'll have to put several times $12.75 a month into that household. I don't know any higher mathematics, but even I can do that much addition and subtraction."

"And the visitor hated to carry the bad news?" Miss Bailey queried.

"OF course she did. She can add and subtract too, and she knew better than any of us how much that $12.75 meant to old Mrs. Trommer who had the idea, mistaken of course but most of the old folks have it, that this was a pension for life. I guess the visitor had a pretty bad time of it. You can say what you will about the pressures that we desk-and-chair people are under, but it's the visitors who have to stand up to the emotional reaction of the clients to decisions which the visitors have no part in making and the validity of which they question. However objective and professional they may be they would be less than human if they didn't, to themselves at least, pass the blame back to the next higher-up. Mrs. Trommer of course blames the visitor, her immediate point of contact with all these wheels within wheels of ours, because she isn't let alone with her 'security.' The visitor in turn passes the protest to her immediate point of contact, her supervisor; and the supervisor passes it to me. I take it out on the field representative of the state office and he on his boss at the capital. And so we go, roundy come roundy, and where we'll end nobody knows."

"The pressure starts from the top and goes down the line," commented Miss Bailey, "and then turns around and goes back again, but I suspect that it becomes pretty diluted on the return trip."

"Exactly," replied Miss Mason. "It comes down the line as an order and it goes back as a kick, and you know what that means. The state office lays down the rules and we have to carry them out. It sees totals and percentages and never lays an eye on old Mrs. Trommer and Company who after all are its only reason for being. It lets us take the gaff."

"Wa-ait a minute," Miss Bailey knew something of what the state office was up against and she couldn't let that one pass. "You really don't think, do you, that the

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state office made this rule just to be mean to old Mrs. Trommer?"

Of course Miss Mason had no such idea. The trouble she said, was that there were too many rules that tied the hands of the local workers, blocked the individual treatment of clients, and created disharmony and tension all along the line. "The client gets lost in the rules and the worker might as well be a robot."

This, Miss Bailey suspected, was nostalgia—she felt a twinge of it herself—for the days before the methods developed with relatively small case loads had been hastily blown up in an effort to apply the case work principle to mass relief operations. Miss Bailey had no quarrel with that application of principle—she was for it—but she knew that in everyday practice it occasioned a good many growing pains and not a few relapses, some of them to the point of coma.

"If they'd only let us alone we'd work out Mrs. Trommer and all the others," Miss Mason gave her desk pad an impatient shove.

"Yes, you probably would," Miss Bailey agreed. "Yours is a relatively small county, you know your job and I gather you have a pretty good staff. But there are a lot of counties, big and little, in this state, some with staffs as adequate as yours, but many more with staffs that don't know what it's all about. And the many more must have rules of thumb to go by else they'll run the whole program right off the track. Don't forget that the state office has to keep its hand on the whole program and that in the execution of that program the competent sometimes have to be held back till the incompetent catch up. You could deal with Mrs. Trommer and Company intelligently and effectively without benefit of state rules, but I'll bet you a lunch that you could name right off five county directors who couldn't."

Miss Mason laughed. "Five? Oh at least ten and maybe twenty. Just the same I think it's a poor system of public assistance that puts everybody under a rule made for the weakest."

MISS Bailey thought so too, but as she herself had never had the responsibility of administering a great complicated state system full of variables, she was in no position to be ultra-critical. "And we have to remember," she went on, a little surprised at the side of the argument she seemed to be on, "that the state office has its pressures from the top just as a county office does. There's the governor with his campaign pledges, whether for economy and a purge or for bigger and better public assistance; there are the politicians watchful for party advantage; and there are the legislators who make appropriations with one eye on the party, one on the taxpayer and another—I maintain that legislators have more than two eyes—on you and Mrs. Trommer. And all of them bear down in one way or another on the state office. I expect that there are plenty of times when the state office wants to be let alone just as heartily as you and Mrs. Trommer do."

Miss Mason, as she listened, had been idly drawing slanting lines on a scratch pad. Now she stabbed her pencil down on the point where the lines met. "And right there is old Mrs. Trommer," she said with a rueful smile, "right where all the pressures come together, after they've been passed down from the politicians, the taxpayers and the state officials through the state office, through this office, on through the supervisor and the visitor—there's Mrs. Trommer. And all she asks, poor old thing, is to be let alone. Fine chance she has!"

"And don't forget Washington," put in Miss Bailey, "don't overlook the flock of pressures that start on 'the Hill' and travel right down the line to Mrs. Trommer."

That night Miss Bailey dined with a pleasant young man from the state office. He knew nothing about old Mrs. Trommer, but he knew plenty about the rule that was bearing down on her, the pressures that had instigated it, the backwash that had followed its promulgation.

"WE were taking heat from all over the state," he said, "and mind you not just Chamber of Commerce or opposing party heat but heat from earnest informed people, just as anxious to do right by the old folks as you and I, who were sincerely convinced that unless OAA could be kept in some sort of balance to the rest of the program its weight would carry the whole thing down. And darn it, they had some pretty impressive figures to support their belief.

"Criticism of the old age program was rolling up. Politicians and legislators had a speculative eye on it. Its steadily mounting costs made it vulnerable to attack. It was as plain as Dick's hatband that unless the administration acted to tighten things up, the legislature would, and in ways that promised to be good and tough. It seemed the part of good sense to act first and to act fast. That was the reason for the new rule. And it's showing results. The pressure is letting up.

"But county directors seem to think that the rule was just an idea pulled out of a hat to pester them with. It wasn't. It was born of midnight oil and a very careful weighing of many factors that the county people knew nothing about. Undoubtedly it hit many cases like this Mrs. Trommer, but it hit a lot more who wanted to be let alone for reasons quite different from hers. Not all the old people are simple and undemanding. You know that, don't you?"

Miss Bailey allowed that she did, but, she dared to wonder audibly, how come that the county people weren't let in on what lay behind the rule? "After all, the effectiveness of the program depends in the last analysis on what happens in the counties, down where Mrs. Trommer lives and the visitor functions. Wouldn't it have been—well, clubby let's say, if the county people had been taken into the confidence of the state office? They're a part of the organization doing a big share of the job and maybe they could do it better if they understood the reason why of such things as this OAA rule. Or is it just their part to do and die?"

The pleasant young man took this as a quip and laughed heartily. "Now Miss Bailey, you're too old a hand to think that the state office can spend its time bringing up the county people. Of course we inform them on matters of policy, but we can't be expected to explain every last little detail. We know that they have their troubles and they should know that we have ours. They and their boards are always cracking back at us. Why can't they understand what we're up against and let us alone?"

"Roundy come roundy," said Miss Bailey.

This is the second in the new series of articles in which SURVEY MIDMONTHLY *readers renew their acquaintance with Miss Bailey and share her seasoned observations of social work at the grass roots.*

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Her Unfinished Work

By HELEN CODY BAKER

"Most roads lead men homeward
My road leads me forth."
—John Masefield

LATE on a soft gray day in middle October the friends of Grace Abbott gathered in Mandel Hall. Present and former students, members of the faculty of the University of Chicago, public officials of her city, state and nation, and social workers from every part of Illinois had paused in the program of the State Conference on Social Welfare to attend her memorial service. As the great room filled quietly, with the rustle of many footsteps and the hushed murmur of many voices, we waited for the spoken words which would summarize all that has been said and written since she laid down her unfinished work on June 19.

Each of us brought some silent tribute to add to those words. Perhaps it was the university atmosphere, perhaps it was the hour of the day which vividly recalled to one member of that gathering another sunset in another college many years ago. Grace Abbott was president of the National Conference of Social Work when we met in Toronto in 1924. The evening meetings were held in the university quadrangle, and at the first general session we all stood up to sing "God Save the King." Then our president, in a rose-red dress and a dull blue cloak, smiled at us and at the Canadian dignitaries who stood with her on the platform and said, "Now we'll sing about the Pilgrims' Pride." Then we sang "America."

We were proud of her then. We are still proud. As we sat waiting in Mandel Hall, each with our own memories of her as teacher, friend or leader, we read the programs that had been given us, and found John Masefield's words. As Americans, we were glad that her road had led her forth. As citizens of Chicago and Illinois we were glad that it had led her back to us.

The program was very simple, and it had the dignity and beauty of simplicity. There was no music, no flowers except the roses on the speaker's desk. Inevitably, each speaker emphasized the same qualities in Grace Abbott's life and in her work: vision, consistency, courage, the "common touch," honesty, and humor. Professor McLaughlin, remembering her as a student, praised her "clear-cut, incisive mind . . . so clear-cut, and so incisive that it needed the support of common sense and good judgment, which she had in abundance.

Underwood & Underwood

GRACE ABBOTT

"She always had her hand on the tiller," he told us, "and her eye on the flag at the masthead. She studied—not *under,* but *with* me, as a topnotch student must always work in rare companionship with a teacher."

Marshall Dimock spoke of her as a progressive: "The liberal disciplines himself to see all sides; the humanitarian feels sympathy for all human kind; the progressive does both, and converts programs into practices. . . ."

Is there some intimate connection, he wondered, between these crusaders on our social frontier and the earlier western pioneers? So many progressives have been children of pioneer stock. They share certain traits of character. They can laugh at themselves, but not at their work; they may grow old in years, but they stay young at heart. They believe in the essential goodness of human beings, and the perfectability of society. They are well-balanced people and, above all, forthright. . . . "We always knew where Grace Abbott stood."

Adena Miller Rich told of her work for the foreign born, and of how, when her road called her forth, she "left the Immigrant's Protective League hard at work *along well charted paths.*" She quoted her as saying, "It is to be hoped that we shall have the courage to be unlike Europe in both our nationalism and our internationalism . . . because we are related, by the closest of human ties, to all the world."

It was not a sad hour. We were "glad of what has been done and of the promise of the future." Katharine Lenroot reminded us that: "She can never be thought of in terms of yesterday or of completion, but only in terms of today, which flows into tomorrow." Anne Davis said that her heritage to us was a challenge, a hill to climb, even though it "leads upward all the way." Josephine Roche picked up this metaphor and carried it forward:

"The tasks ahead are legion . . . 'equal opportunity for all and special privilege for none,' the pledge and test of a democracy, has become a meaningless phrase; . . . an appalling human deficit is piling up on our social frontier, demanding of us the courage, steadfastness and intelligence which Grace Abbott possessed in such a remarkable degree, and which has been called democracy's 'untested hope.' . . . Not this hour, but the days and months—yes, and the years ahead will constitute, if we so will it, the tribute we long to pay her and the honor which is her due."

"Her mind was crystal clear," Joel Hunter said, "but never crystal hard, nor crystal cold. She saw all the factors involved in any problem, in their relation to each other and in their relative importance. She could eliminate unessentials, and bring out the real issues in bold relief. Then we knew where to go."

It is thanks to such pioneers as Grace Abbott that we know where to go. Their work will never be finished as long as there is a child to protect, a stranger to befriend, a just law to enforce. But they charted straight roads in an untouched wilderness, and it is our privilege to follow where they led.

"Even though the road leads
upward all the way?"
"Yes, to the very end."

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The Common Welfare

The First Year

ON October 24 the first year of the Fair Labor Standards Act ended and the new year, with new levels of minimum wages and maximum hours, began. Commencing on that date, all employers subject to the Act—those engaged in business in interstate commerce or "offering interstate commerce"—are required to pay an hourly rate of at least 30 cents, instead of 25 cents, for a maximum work week of 42 hours instead of 44. Federal statisticians agree that some 690,000 workers who had been getting less than 30 cents an hour received a pay increase as the second year of the Fair Labor Standards Act began, and that more than 2.3 million workers had their work week shortened or became entitled to extra pay for overtime.

Front page stories about the shift in personnel in the Wage and Hour Division of the U.S. Department of Labor have overshadowed somewhat in public attention the orderly raising of standards under the provisions of the measure. Elmer Andrews, the Act's first administrator, resigned in mid-October, and was succeeded by Col. Philip Fleming of the Army Engineering Corps. Paul Sifton, deputy administrator, announced his resignation within a few days. The exact reasons for the change, says the *New York Times,* are "somewhat obscure."

Spokesmen for the American Federation of Labor indicated that that body would oppose the appointment of Colonel Fleming, in line with a broad resolution adopted at the recent Cincinnati convention condemning the selection of military men for civil administrative posts. At its San Francisco convention last month, the Congress of Industrial Organizations criticized the Wage-Hour Administration for "inefficiency" in handling its industry wage committees, and for the "failure of the administration to enforce the provisions of the Act." The first year's experience with this national law setting a floor for wages and a ceiling for hours has demonstrated, the CIO maintained, that appropriations for enforcing the law have been inadequate.

Unity for Health

A NEW phrase, "public health medicine," used by Edward S. Godfrey, president of the American Public Health Association, at its recent annual meeting in Pittsburgh, expresses the change that has come over the tenor of the conference in the past two years. No longer are the public health people concerned only with such matters as sanitation and quarantine. For them public health has become a broader concept embracing all the phases of a nation's health, the treatment of illness as well as its prevention, the two sometimes inextricably intertwined. So this year, as last, the association went on record as dedicating itself to back a national health program which would include a more equitable distribution of medical care for "three thirds" of the nation. A few delegates held out for leaving medical problems to medical societies, but the consensus was definitely that "socialized medicine" is on the way in and that the most logical instruments for its administration are the public health agencies.

This matter of administration represented a new approach since the meeting at Kansas City last year. There, discussion centered around the question of whether or not there should be a national health program. At Pittsburgh the emphasis was on how the program should be carried out. For example, the discussion of the Wagner bill was chiefly on the machinery it establishes for administration, with criticism of its weakness in specifying a divided control. This concern with unified administration of all programs connected with the public's health was made concrete and immediate in resolutions specifically recommending that the country's industrial hygiene and maternal and child welfare services be administered by departments of health.

Voice in the Wilderness

"A QUARTER of a million of our people are dependent on relief," Paul H. Douglas, professor of economics at the University of Chicago and "fighting alderman from the fifth ward," told a recent meeting of the Chicago City Club. "This is what we are supposed to give them to eat." Before him were the actual groceries—the bread, the milk, the oatmeal, the prunes, and so on—that a "full" relief allowance would buy for a family of four for a day. "But wait," he went on, "this isn't what they get. Months ago the 'full' allowance—and look at it, gentlemen—was cut down by a third, reduced for a family of four to 70 cents a day." Deftly he reduced the quantities of each item. "So this is what they really get. Shall we let a quarter of a million starve?"

Chicago's tax system has blocked efforts to increase the city's contribution to relief, long since exhausted for the year. The state's share for the biennium was reduced drastically under political pressure to balance the budget. At even a skeleton level of relief, Chicago needs at least $1,500,000 a month more than it has. Pressure for a special session of the legislature to deal with the critical and growing problem is met by semi-official statements that if, as, and when such a session is called it will be for the sole purpose of considering old age assistance in the light of recent amendments to the Social Security Act. The general official attitude seems to be that the pick-up in employment will just naturally take care of the relief problem. Proposals and panaceas put forward from time to time [see page 350] do not touch the fundamental issue: long range honest planning "for the disinherited citizens of Chicago."

Housing Problem No. 1

THE resignation last month of Alfred Rheinstein as chairman of the New York City Housing Authority was regarded the country over as a calamity to the national housing program. The subsequent acclaim by individuals, organizations and the press, of the service he had rendered must have compensated Mr. Rheinstein somewhat for leaving the job to which he was so devoted, but it did not restore an able official to the city.

Mr. Rheinstein's resignation came in the wake of an apology made by Mayor La Guardia to Nathan Straus, U. S. housing administrator, for criticism of certain policies of the U. S. Housing Authority made in a magazine article

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of which Mr. Rheinstein was co-author. However, the underlying cause of Mr. Rheinstein's resignation is seen in a long series of breaks on major matters of policy between federal and local housing authorities. Viewed as a protest, the resignation takes on national significance and brings into the open a fundamental question as to the relation of the U.S. Housing Authority and the 260 local housing authorities. Should the federal-local housing program be centralized or decentralized? Specifically, was Washington acting wisely and within its rights when, as a *sine qua non* for federal funds, it laid down maximum land costs, family incomes and other rulings for New York housing projects which were sharply challenged as inept for a big city?

The longer experience of Western European countries has led them to the conclusion that public housing is a matter of local concern; that varying local conditions imply varying local answers; that the primary role of the central agency is as stimulator, coordinator and source of information and advice, with its function as "banker" confined to ascertaining that its loan is a "good risk" within the requirements of the law.

Mr. Rheinstein's resignation adds to evidence accumulating in various parts of the country that the No. 1 problem in public housing in the United States is this question of centralization *vs.* decentralization. To its study and clarification citizen groups no less than official housing bodies may well give their constructive attention.

Americans Are Generous

DOUBTS are current that the present machinery of the Department of State for assuring the effectiveness of organizations collecting funds for European war relief [see *Survey Midmonthly,* October 1939, page 299] will accomplish the desired end—as President Roosevelt put it, ". . . a complete coordination of effort of all voluntary relief in order to prevent duplication and confusion, avoid waste and promote the utmost efficiency."

By mid-October the department had approved the applications to collect funds of 128 organizations, 100 of them specifically for Poland, 16 for France, 12 for two or more countries. The approved agencies range from well known and responsible national organizations to a wide variety of "circles" and local clubs in small communities, and include a number of newspapers and radio bureaus. Prior to issuing a certificate, the department requires a statement covering the form of organization and methods of collection to be employed; thereafter, a monthly financial statement. There seems to be no system for verifying these statements or for appraising the effectiveness of methods of distribution of the funds raised. The department apparently is giving each organization the benefit of the doubt with the idea of revoking its certificate if any irregularity turns up—in effect it will lock the door after the horse is stolen.

Relief operations in a country at war never are simple. They are particularly complicated at this time in Eastern Europe. Desperate as the need is, there are serious doubts as to whether relief funds and supplies from America can reach those for whom they are collected unless they go through channels safeguarded by official and diplomatic procedures. In fact they easily may fall into entirely different hands and serve a different purpose from that intended.

Raymond Clapper, Washington newspaper commentator, sees in "the State Department's casual handling of registrations . . . the makings of a bad smelling mess," and urges prompt action to avoid it. What the department needs, he says, is the advisory service of an informed, experienced, competent body to sift applications for registration and appraise their effectiveness both at home and abroad before a certificate is granted.

John Dewey Looks Ahead

NINE organizations joined with the Progressive Education Association in a two-day conference in mid-October in celebration of John Dewey's eightieth birthday. The meetings, held in New York City, were no nostalgic look over the past, but a discussion of Dr. Dewey's contribution to current American life. Out of the review of the Dewey philosophy on the anniversary day, October 20, came the second day's program, given over to "The Promise of American Life," and "Resources for Building America."

Prof. William Heard Kilpatrick, for many years Dr. Dewey's co-worker at Columbia University, summed up the spirit of the occasion when he wrote in the foreword to the conference program:

". . . his philosophy, while fitting life everywhere, is America itself; on the one hand, most deeply and clearly aware of itself and of its hopes and aims, and on the other hand, most firmly set on making all parts of its life work fitly together with its own best self. Thus, when Dewey has talked to the school people of America, it was no alien voice they heard. His words were speaking to the best already stirring in their own hearts; he has simply called that best to something better still."

Dr. Dewey, with characteristic shyness, stayed away from the celebration, from the sound of personal tribute and appreciation. But he sent a message which was read at the birthday dinner. At eighty, Dr. Dewey is less concerned with the last four decades of American life than with the troubled today, the uncertain tomorrow. Intolerance, name calling, distrust because of differences of view about religion or politics, or because of differences in race, color, wealth or culture, are, he holds, treason to the American way of life. The final safeguard of democracy is in the free gathering of neighbors to discuss with tolerance and understanding the uncensored news of the day.

On the Home Front

SO determined was the planning committee of the White House Conference on Children in a Democracy not to let the conference be sidetracked by international events that it has requested President Roosevelt to call the meeting for January 18-20, 1940, instead of in the spring as originally scheduled. Said the committee:

In such a time as the present, the needs of childhood require particular attention. Despite international problems, the responsibility for meeting the continuing needs of the children must be accepted. It cannot be postponed.

Meantime a group of experts is preparing for the consideration of the coming conference, a report based on the findings of the various committees which have been occupied with research and discussion since last April. [See *Survey Midmonthly,* October 1939, page 316.] This report promises to hold the stimulus for further discussion and action. That the conference will not stop with reports is indicated by an announcement from its executive secretary, Katharine F. Lenroot, chief of the U. S. Children's Bureau, that "plans for follow-up work will be put under way immediately following the January session."

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The Social Front

Among the States

LIEN laws relating to the property of recipients of old age assistance have been most abundant in recent state legislation. In California, a law establishing claims against the estates of public assistance recipients became effective last month. In the first week thirty recipients in one county and twenty-nine in another voluntarily withdrew from the rolls.

In Minnesota the social welfare director, Walter W. Finke, recently pointed out four points in the state's new lien law which protect old age assistance recipients. These are: the lien cannot be enforced against property which is occupied by a recipient's spouse or minor children; amounts spent by children in improving property have first consideration in settlement of the estate; the lien can be canceled upon agreement between county and state welfare agencies when this is necessary for maintenance of the spouse, minor or incapacitated children; although recipients must sell their out-of-state property they will not be forced to sell at a loss as welfare agencies are given the right to consider the market value of the property.

In Wisconsin the assembly recently passed a bill loosening lien requirements for OAA eligibility. According to the bill liens may not be placed on homesteads valued under $3500. The bill also provides for cancellation of all liens on recipients' homesteads valued at or under this amount.

In Michigan—A dual system of welfare administration exists in Michigan where the attorney general recently ruled that it was illegal to set up a single unit to perform state and county relief and welfare functions along with the social security functions participated in by the federal government. Accordingly, the social welfare commission, acting on the advice of an efficiency expert, has appointed two administrators: Dr. Phillip A. Callahan who will head the categorical programs; and Mrs. George W. Rogers, in charge of the "other welfare programs."

One snag struck by the county supervisors operating under the dual system is the problem of what to do about mothers' pensions. The state welfare commission has been urging the supervisors to abandon the local pension systems and convert the money to the aid to dependent children program, thus bringing appreciable amounts of matching federal funds to the state. Obvious inequalities among the counties exist in the present pension systems. In some, mothers' pensions are about 33 percent above ADC payments while in others the opposite is true. Already, women opposed to changing the plans to conform with the Social Security Act have been picketing the Wayne County (Detroit) board of supervisors. Fear is prevalent in some quarters that the supervisors will discontinue the pensions without substituting ADC allowances.

Budget Trouble—Approximately $411,000 is needed in Arkansas to meet the total budgetary deficiency for old age assistance, aid to the blind, and aid to dependent children, and to enable the state to extend aid to those persons now on waiting lists, according to a recent survey of the State Department of Public Welfare. If these needs were met, the federal-state outlay would amount to over $730,000 a month.

So It Goes—Fireworks are in the air in Wisconsin over the appointment of Frank C. Klode to head the new State Welfare Department of which social workers had such high hopes. (See *Survey Midmonthly*, October 1939, page 316.) Prior to Mr. Klode's appointment the *Milwaukee Journal* commented on his lack of qualifications for the position, to which Mr. Klode, his style uncramped by his seventy-four years, made the snappy retort:

> The *Journal* editorial writer who said that about me is smaller than a louse. I've been a social reformer for fifty years and anybody who says I am too dumb for the job doesn't know what he is talking about. For years I've been giving Christmas baskets to the poor. I've made personal investigations of poor people and have bought coal, food and clothing for poor people.

Mr. Klode has the power to appoint the heads of the department's four divisions: public assistance, child welfare, mental hygiene, corrections.

Reorganized—Back to the localities goes the responsibility of relief and assistance administration in Massachusetts under the recently reorganized set-up of the State Welfare Department. The division of aid and relief, formerly partly a supervisory and partly an investigating organization, has been changed to one exercising supervisory authority only. David W. Armstrong, retiring commissioner, brought in six months ago to effect the reorganization, reports in a letter to the governor, outlining the major changes, that the state department is gradually withdrawing from case investigation and personal contacts with recipients. Localities will be reimbursed out of state funds and federal grants "on minimum information in each case obtained by local boards and verified by appropriate evidence."

Other changes brought about by the reorganization program were: abolishment of the categorical subdivisions of the division of aid and relief, so that each local board will have only one state visitor coming in to give advice and information; the establishment of seven supervisory districts; the creation of an appeal organization under a supervisor of appeals to take the place of the court-abolished appeal boards; the establishment of uniform procedures for relief administration throughout the state by means of training institutes, a manual and new record and report forms; the combination of two former statistical divisions into a research and statistical bureau.

Conforming—Idaho is among the first states lacking a merit system to come through with a plan to meet the requirements of recent amendments to the Social Security Act. The system adopted by the State Board of Public Welfare to govern the selection of its 500 employes provides for a supervisory council and a supervisor to conduct examinations both for present and future staff. Present incumbents who fail to pass the examination will be dropped.

Off Year—A flat reduction of $6 per month in old age assistance payments recently went into effect in Texas in the face of dwindling funds. This took from the rolls 1500 persons who had been getting $6 or under. Average monthly payments are now $8.25 in the state which last year elected its governor on a $30-a-month pension platform. Pleas for a special legislative session for the tax legislation ignored last summer (see *Survey Midmonthly*, August 1939, page 247) have dissipated into thin air.

Youth

A WISCONSIN survey shows that one year after graduation, between 30 and 40 percent of the 28,429 young people who graduated from Wisconsin highschools in 1938 were "idle in their home towns," though many of them had

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excellent school records and were eager to go on to college. To help meet this need, the University of Wisconsin has opened eighteen extension centers, scattered throughout the state, where students can take freshmen or sophomore courses for college credit. This year, the sophomore subjects are offered in only three cities. Subjects available at the various centers include English, history, languages, and a science or mathematics course. The program is an extension of off-campus teaching with undergraduate credit, established by the university seven years ago.

Rural Youth—More than 200 young people attended the annual conference of the Youth Section, American Country Life Association, 297 Fourth Avenue, New York, held at Pennsylvania State College early in the fall. Young people had opportunity not only to discuss such current issues as the relation of farm groups to labor and industry, but also to take part in and learn folk games and dances under trained leaders. The aim of this year's meeting was to bring about a closer relationship between youth and adult interest and activity.

Of Draft Age—A group of Antioch College students "of draft age, who are opposed to fighting in a war abroad" are undertaking "a national mobilization of all like-minded young men." The Antioch group hopes to develop a national organization with regional and local units, with the purpose of protesting to Congress against the declaration of war and, in the event of war, of mobilizing non-support. Richmond C. Hubbard, Yellow Springs, Ohio, is the chairman of the organization committee.

The Insurances

THE Bureau of Old Age and Survivors Insurance is all ready to begin the payment of benefits on January 1, says John J. Corson, director. The bureau anticipates no difficulties in starting the new machinery. Payments the first year probably will amount to $114 million. By 1954, under the present provisions of the Security Act, annual benefit payments will have increased to more than $1.8 billion. After that time, benefit payments will exceed the amount of tax collections under the present schedule of social security taxes.

Preparations for Payments—Several Indiana cities are to be used experimentally in devising machinery for the payment of old age insurance and survivors benefits, according to a statement by C. A. Jackson of the staff of the Federal Security Administration. In these cities the old age retirement staff will share the offices of the unemployment compensation division. If the arrangement proves satisfactory, the plan will be made general throughout the country.

In Rhode Island, the state director of health has established an experimental system under which city and town clerks will send in to Washington the notices of deaths of workers covered by the program. Undertakers will inquire whether deceased persons paid social security taxes and, where this was the case, will obtain social security cards and forward them to the city or town clerk with the burial certificate. The cards will finally be forwarded to Washington, with the necessary form completed. Five other states, including Florida and Mississippi, are experimenting with variations of this plan. Before the end of the year, those in charge of these experiments will meet in Washington and pool their experience, on the basis of which a general plan for all states will be put into effect in the coming year.

Wage Totals—Wages totaling $55 billion have been recorded since January 1, 1937 by the Social Security Board for workers in business and industry covered by the old age insurance provisions of the Security Act. A spokesman for the board states that the number of inaccurately reported wage items has been reduced from 10 percent in 1937 to less than 2 percent in the first half of 1939. Of the staggering $55 billion total, representing 238 million payroll items, the books show less than 1.4 percent not yet credited to the proper wage accounts.

Scoring by Machine—The Ohio Civil Service Commission was successful in using machines to grade the examination papers of 32,000 candidates for jobs in the state bureau of unemployment compensation, the Civil Service Assembly of the United States and Canada reported last month. The Ohio experiment was undertaken in the hope of saving both money and time, as compared with scoring by hand, and "results fully justified these predictions of savings." In addition, the results were stated to be more accurate, the records more easily available and more permanent. The cost of the examination was about 45 cents per candidate.

California Amends—Through amendments to its state unemployment insurance law which go into effect December 1, California goes to the head of the list of states for the liberality of unemployment benefits. Through these changes, adopted in August, minimum weekly benefits for full time unemployment are set at $10, the maximum rates increased from $15 to $18. The duration of benefits per year will range from twenty to twenty-six weeks, depending on the total wages earned in the preceding year. In order to collect the maximum benefits, a claimant must have earned $2000 from July 1, 1938 to July 1, 1939. Other changes in the California law eliminate contributions on individual annual wages in excess of $3000 and permit employers with fewer than four workers and certain types of excluded workers to come under the law voluntarily.

Employment Pick-up—The summary of unemployment benefits paid, released by New York's Division of Placement and Unemployment Insurance in late October, reflected improved job conditions in that state. During September, the summary showed 383,863 individual checks paid to unemployed men and women, amounting to $4,884,648. As compared with the August figures of 537,005 checks, totaling $6,954,766, this was a drop of 30 percent in the total amount of benefits paid and 29 percent in the number of checks issued. The average check for a single week of unemployment was $11.66 in September, as compared with $11.60 in August. During September, 545,837 weeks of unemployment were reported by benefit claimants, a decrease of 27 percent from August. Part of this decline in the number of weeks reported is to be attributed to exhaustion of benefit rights.

Record and Report—"The Case Against Experience Rating in Unemployment Compensation," by Richard A. Lester and Charles V. Kidd. Experience rating is held by these writers to be economically and socially undesirable, in that it will increase unemployment by causing employers to keep their forces at a minimum and, further, that it will raise the employer's tax rate in depression periods. Price $1 from Industrial Relations Counselors, Inc. RKO Building, Rockefeller Center, New York.... Compilation of the Social Security Laws, "including the Social Security Act amendments of 1939 and other enactments of the 76th Congress, 1st session." From the superintendent of documents, Washington, D.C.

The Prison Congress

MORE than ever before, crime prevention was the keynote of the American Prison Congress, annual meeting of the American Prison Association, held last month in New York. That note was sounded from the opening dinner where Mayor La Guardia emphasized the place of good housing and economic reforms in cutting down crime, to the closing session when Hon. Joseph N. Ulman, judge of the supreme bench of Baltimore and president of the American Prisoners' Aid Association, pointed to the need for a "rounded system of criminal justice instead of the chaotic mass of unplanned and unrelated makeshifts that

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JOSEPH A. SHELLY

Continuation of the nationwide survey of institutions for juvenile delinquents, a major project of the Osborne Association, will be under the direction of Joseph A. Shelly, its recently appointed field and research secretary. Mr. Shelly has had firsthand experience in the institutional field as a social worker at the State Training School for Boys at Warwick, N. Y.; as a guard at the House of Refuge, Randalls Island, N. Y.; as a research worker in the psychiatric department of the Institution for Male Defective Delinquents at Napanock, N. Y. He holds degrees from Fordham University and the University of Chicago.

we have." Illustrative of the extent to which the long range view has seeped through to every type of person officially in contact with criminals was the speech of J. Edward Slavin, sheriff of New Haven County, Conn., on "The Sheriff's Responsibility in Crime Prevention." Not only was this the first time a sheriff has addressed the Congress in over a decade but it was the first time a sheriff ever has spoken at the congress on the subject of prevention.

However, emphasis on prevention did not cause prison officials to lose sight of the job at hand—how to handle those persons now within prison walls. But here again prevention took the floor—the "rehabilitation" of the individual for his own sake and for the protection of society from criminal recidivism, which now occurs among 56 percent of all ex-prisoners according to the figures of James V. Bennett, director of the Federal Bureau of Prisons and next president of the association. Mr. Bennett spoke of the gap between knowledge and practice in prison work, particularly in the use of classification which, he said, is impossible to apply in its purest form with the inadequate appropriations for service facilities and personnel supplied by most state legislatures.

In his presidential address Austin H. MacCormick, commissioner of corrections for New York City and 1939 president of the Prison Association, named the "four horsemen of penology": *ignorance* on the part of the public of the true nature of the crime problem; *famine* in the form of starvation appropriations for probation, parole and personnel; *pestilence* in the form of political interference; *death* in the form of a defeatist philosophy. These four enemies, he said, must be put to flight through a unity of "courage and determination" if the goal of protecting society by the best scientific rehabilitative methods is to be reached.

The participation in the congress of several affiliated associations undoubtedly had some part in determining its emphasis. Among these were the National Prisoners' Aid Association and the National Probation Association whose joint luncheon meeting, starring Mrs. Franklin D. Roosevelt, was one of the great drawing cards of the week. Mrs. Roosevelt spoke informally, and she too followed the keynote of prevention. Among the preventive tools which she offered for consideration were: more individual attention for pupils in the public schools; proper medical care for persons who cannot afford to buy it; better understanding and care for those who come out of prisons. Other affiliated associations active in the program of the week were the National Conference of Juvenile Agencies, the American Parole Association, the Warden's Association, the National Jail Association, the Chaplains' Association.

That the American Prison Congress is more than just an annual meeting was indicated by the appearance of "Correctional Education," first yearbook of the committee on education. Preparation of the book, edited by Walter M. Wallack, director of education for the New York State Department of Correction, entailed the participation of twenty-nine authors, all authorities in the correctional field. Another committee which showed concrete evidence of a year's activity was the committee on institution libraries which brought forth a pamphlet, "One Thousand Books for Prison Libraries," a guide for the selection of books published between 1936-1939. Formed last year the committee on libraries wasted no time in becoming an integral part of the congress with provocative and well attended meetings.

Resolutions adopted by the congress followed the cue of the presidential address in pleading for better public understanding of the prison program. Strongest and longest was the first which specifically and in no uncertain terms deplored the recent developments in some states where huge sums of money have been spent in the construction of an "unnecessary number of steel cells" while appropriations for effective educational and psychiatric prison services have been reduced. Other resolutions appealed for a reconsideration by civil service commissions of restrictions barring ex-prisoners from civil service employment; reaffirmed a 1938 resolution calling for admittance of parolees and probationers into CCC camps; deplored "recent departures" from the practice of appointing qualified trained persons to penal departments, institutions and allied agencies.

In addition to its next president, Mr. Bennett, the congress elected five vice-presidents for the coming year: Joseph E. Ragen, warden of the Illinois State Penitentiary; Thurman A. Gottschalk, administrator of the Indianapolis Department of Welfare; Henry V. Bastin, superintendent of Ormsby Village at Anchorage, Ky.; Roy Best, warden of the Colorado State Penitentiary; Florence Monahan, superintendent of the California Institute for Women.

Feature arrangements of the local committee included visits to the city penitentiary at Rikers Island, to Sing Sing Prison and to the World's Fair.

Schools and Education

ALTHOUGH there is no accurate measurement for such intangibles as tolerance and good will, Harold G. Campbell, New York City superintendent of schools, finds a definite improvement in the attitude of both teachers and pupils toward other cultural groups as the result of the tolerance programs introduced in the schools last March. Last term every school in the city presented two "tolerance" assembly programs each month, stressing the contributions of minority cultural, racial or religious groups and the values of mutual good will and understanding. Courses were given to teachers under the direction of Rachel Davis-DuBois, director of the Service Bureau for Intercultural Education, the agency which provided the material for the highly successful radio series, "Americans All—Immigrants All" last winter.

The bureau (300 Fourth Avenue, New York City) offers teachers' manuals on tolerance and intercultural education, one hundred classroom units, suggestions for class activities and assembly programs, and other materials.

Changed Policy—The American Association for Adult Education announces a change in policy, shifting its emphasis from research studies of the social significance of adult education, to "an active program of adult education for democracy." The proposed program includes: research, study and experiment in the simplification of study materials for adult use; an active campaign to encourage the formation of community councils,

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and state and regional associations for adult education; multiplication and improvement of regional adult education conferences; experimentation in teaching and discussion techniques for adults; enlargement of the scope and content of the *Journal of Adult Education;* cooperation with other agencies and groups that are "genuinely addressing themselves to adult education tasks."

Better Reading—Notable results are indicated by individual studies of 177 children (each of them formerly a school problem) who took part in the remedial reading project of the Westchester County Children's Association held in four of the county's schools during 1938-39. The goals of the project were to assist children having difficulties in school resulting from reading disability, and to help schools obtain a staff equipped to handle this problem. About 95 percent of the children made marked gains in reading ability, many of them (40 percent in one school) to the point where they can return to their grades as normal readers. Even more notable were the results in better adjustment and solution of personality difficulties, many of which were directly due to feelings of frustration and discouragement because of reading disability. The project was carried out largely through the help of a staff of highly qualified volunteer assistants, including three psychologists. The program is to be continued and extended.

"The Improvement of Reading" will be the theme of the Conference on the Improvement of Teaching to be held at the University of Denver on November 17. Last year more than 150 student teachers were sent out by the university as substitute teachers to take the place of teachers released to attend the conference. The university is cooperating in the same way this year with school systems within reasonable reach of Denver.

Peace School—The Jane Addams Peace School, dedicated to the founder of Hull-House and former winner of the Nobel Peace Prize, began its first semester on October 24. For the present, classes will be held in the Presbyterian Labor Temple, 242 East 14 Street, New York. The purpose of the school is "to train peace workers," and "to equip workers with facts to combat propaganda and class, racial and religious intolerance." George W. Hartmann, associate professor of education at Teachers College, Columbia University, is the director.

Negro Education—A new study presenting data, some of them hitherto unpublished, has been released by the Advisory Committee on Education. The twelfth of the staff studies, "Special Problems of Negro Education," was prepared by Prof. Doxey A. Wilkerson of Howard University. Price 25 cents from the superintendent of documents, Washington, D.C. The study covers Negro education at all levels in the eighteen states which require segregated schools for white and Negro pupils. About 25 percent (about three million) of all school-age children in these states are Negroes. Only 69 percent of these children (five to seventeen years of age) attend any school, as compared with 76 percent of the white children. The average length of the school term in Negro schools is reported as 146 days, as compared with 167 days in white schools. Even greater disparity is shown in regard to teachers' training and salaries, school buildings and equipment, and school transportation. Negro youth has one third the opportunity for secondary education enjoyed by all children of the nation. This is due in part to the lack of Negro highschools in rural areas. The study also points to inequalities in higher education, vocational training, and the administration of federal education funds in states which maintain separate white and Negro schools.

The U.S. Office of Education announces the launching of a two-year study of higher education of Negroes under the direction of Fred J. Kelly, chief of the division of higher education in the Office, and Ambrose Caliver, specialist in the education of Negroes. Congress appropriated $40,000 for the study, which has an advisory committee of distinguished Negro and white educators and sociologists.

Forums—The experience of a number of New York State communities with public forums are detailed in the most recent report of the Adult Education Bureau of the State Department of Education (Albany, N. Y.) under the title, "Adventures in Education for Democracy." The cooperation of thousands of volunteer leaders and speakers throughout the state made possible the extensive program. Among the most popular forum subjects, gauged by the number of those attending the 1938 sessions, were: the European situation, 8500; national defense, 8500; New York State Constitution, 7500; labor problems, 8500; unemployment and relief, 8500; the schools, 7500; U.S. Constitution and government, 10,000; social problems, such as crime, housing, etc., 18,000; racial problems, 6000; health, 5500.

Record and Report—The final report of the director of the Occupational Conference, "The Record of Accomplishment," summarizes the six-year lifetime of that agency, which has now been liquidated by the Carnegie Corporation, with provision for the continuance of many phases of its work. (From Prof. Edwin A. Lee, Teachers College, Columbia University, New York).... "Southern American Neighbors" is the first issue of Vol. V. of *Building America,* the striking supplementary texts for school study of modern problems prepared by the Society for Curriculum Study, 423 West 123 Street, New York. . . . "Syllabus on the School in American Democracy" includes required readings, topics and questions for discussion and supplementary references for thirty class units. Price 10 cents from the National Education Association, 1201 Sixteenth Street, N.W., Washington, D.C. Quantity rates. . . . The National Association for Nursery Education offers "A Bibliography of Nursery School Education, 1935-1939," an annotated list prepared by Dorothy E. Bradbury and Esther Leech Skeels. Price 40 cents from the association, 71 East Ferry Ave., Detroit, Mich. . . . The fall number of the *Journal of Social Philosophy* is a fifth anniversary number, with articles by Charles A. Beard, Ralph Barton Perry, John R. Commons, M. C. Otto, and Georges Gurvitch.

The Public's Health

CALIFORNIA, nervous of the health hazards presented by a large migratory population, has discovered, with no little surprise, that the wanderers face as much new danger as they bring. While malaria outbreaks in several California localities are laid at the door (or running board) of the migratory laborer, early results from Wasserman tests and tuberculosis examinations among the migrants indicate that there is far less prevalence of syphilis and tuberculosis among the newcomers than among state residents.

Uncontrollable epidemics are the nightmare of California health officers who have been working feverishly at vaccination and immunization programs. In the last two years nearly 24,000 migrants have been vaccinated for smallpox—there were 1266 cases in the state in 1938—and a similar number have received anti-typhoid innoculations. Immunization against typhoid is particularly indicated by the presence of many questionable sources of water supply along the roadsides throughout the state.

Michigan Plans—Latest medical association to come forth with the offer of a cooperative medical venture is the Michigan State Medical Society. At a recent meeting of the society's House of Delegates, arrangements were discussed for the organization of a non-profit corporation to be run by a board of directors representing the profession and the public. Though the first board will be elected by the incorporators, the state medical society will elect all subsequent directors for a three-year term. Membership will be limited to employed persons under

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sixty-five, their wives and dependent children. An individual subscriber will only be accepted if his income is $2000 or less; a family must not have more than $2500. Benefits will include medical, surgical and special services to the value of $325 for an individual, $500 for husband and wife, $875 for a family. The subscriber must, however, pay for the first $5 of medical services received in any one year. Tentative rates are $2 per month for a single person, $3.50 for husband and wife, $4.50 for a family. The state medical society has also proposed a plan to insure care for relief clients at the rate of 35 cents a month, to be paid from state or federal funds.

Death and Children—Accidents, appendicitis, heart disease and pneumonia are the four greatest dangers to the lives of school children in Illinois, according to recent reports from the State Department of Health. But the deathrates even from these causes have decreased within the last two decades along with more spectacular decreases in deaths from diphtheria and other controllable diseases. In eighteen years, diphtheria dropped from first to sixth place as a killer of children between five and nine. In 1920 the rate of deaths from diphtheria was nearly 6 per 100,000 children; in 1937, less than 1. Accidents which were in second place for the same age group in 1920 have jumped to first place, but the rate has gone down from 4 to 3. In the eight years from 1930 through 1937, the deathrate from all causes for children of this group dropped from 22 to 15 per 10,000 children. The corresponding rates for the group between ten and fourteen (the period of least risk) were 15 and 12. The health department gives credit for the general decline in child deaths to diphtheria innoculation, prevention of tuberculosis contacts, sanitation improvements and better medical care.

Education for Health—Sex education as a public health measure is having active recognition from the U. S. Public Health Service this fall. A program of literature and displays has been worked out on the theory that, though basically an educational problem, sex education is also a vital part of preventive medicine. Publication began recently with the release of a revised edition of the seventeen-year-old manual, "High Schools and Sex Education," by Benjamin C. Gruenberg and J. L. Kaukonen. [Price 35 cents from the U. S. Public Health Service, Washington.) Handbooks for teachers and parents, pamphlets for children and visual materials for schoolroom use are scheduled to follow. The plan was prompted, says the Public Health Service, by the existence of a need which is not being met by the "educators of the nation" as a whole. It defines its function as providing "some measure of leadership" during a transitional period and points out that cooperation already received from educational associations and from the U. S. Office of Education "would indicate that this transitional period may not be of too great a length."

Help to Protect Your Home from Tuberculosis

Curing, treating, rehabilitating, nursing, preventing, teaching, finding, studying tuberculosis are some of the channels into which flows the income from the Christmas seals sold each year by national, state and local tuberculosis associations throughout the country. In the last thirty-five years the anti-tuberculosis efforts have battered the deathrate from the "white plague" down from 201 to 49 per 100,000 population. This year's seal sale begins December 1.

Cancer Program—Recent legislation created a new cancer control program in New York State organized under a division of cancer control in the State Department of Health. With an appropriation of $35,000 the division, under the direction of Dr. Louis G. Kress, will divide its operations among statistical, clinical and educational activities. Special emphasis is to be placed on making the division's resources available to the practicing physician. The program also provides for the promotion of tumor clinics in recognized hospitals. After January 1, 1940, cancer will be a reportable disease in the state.

In Print—"Health for New York City's Millions" is the annual report of New York's Department of Health for 1938, the year of the lowest deathrate in the city's history. The year was marked by a program of staff education, intensification of the campaigns against pneumonia, venereal disease and tuberculosis, extended development of a health center program—nine new buildings were opened as district health centers during the year—increased attention to the prematurely born, improvement in the school health service. From the department, 125 Worth Street, New York. . . . "Recent Developments in Tax Supported Medical Care in Great Britain," by Franz Goldman, published by the American Public Welfare Association is a reprint of the interesting paper given by Dr. Goldman at the National Conference of Social Work at Buffalo. In it he points out improvements made in Great Britain's medical care program under the broadened policy adopted by the Poor Law Administration in 1929. "Medically needy" persons above the relief level are now eligible for free care in Great Britain. Price 25 cents from the APWA, 1313 East 60 Street, Chicago. . . . Another APWA publication concerning medical care is "Public Medical Service," a bibliography on medical care for the indigent sick. Price 10 cents from the association. . . . The fall issue of "Law and Contemporary Problems," journal of the Duke University Law School, is a symposium on the distribution of medical care. Among the authors are representatives from the Social Security Board, the Bureau of Cooperative Medicine, the American Hospital Association, the American Public Welfare Association. Price 75 cents from the university or from the Bureau of Cooperative Medicine, 5 East 57 Street, New York.

Relief and WPA

MORE than $1½ billion have gone into the business of industrial concerns and equipment contractors through WPA orders in the four years of the works program, according to an announcement from Washington headquarters. Though stone, glass and clay products amounting to $378 million represented more than a third of the purchases, nearly every branch of the capital goods industries received some share of the orders. Iron and steel industries received $200 million of WPA business; the lumber industry, $100 million; concerns making bituminous mixtures for paving, $90 million; textile manufacturers, $70 million; machinery and equipment builders, $45 million. In addition more than $600 million was paid out to private individuals and companies for rental of equipment including trucks, power shovels, graders, mixers, cranes, rollers, quarry and crushing machinery, and so on.

Art for a While—Local sponsors for at least two types of the cultural projects included in the WPA Arts Program emerged from every state and the District of Columbia in time to meet the September 1 deadline set by Congress for the demise of the former Federal Arts Project. According to Florence F. Kerr, in charge of WPA's Professional and Service Division, sufficient local support has been offered to continue the arts projects at approximately 90 percent of their former levels. There are now applications for 173 such projects under local sponsorship as compared to the 186 formerly under the exclusive control of the federal government. Art projects have been requested from forty-two states; music projects from thirty-eight; writers' projects from forty-six; historical records survey projects from forty-seven. New York City and the District

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of Columbia have made application for projects of all four types. At least 13 percent of an estimated $3,357,000 monthly cost of the total program will come from local sources. Mrs. Kerr's announcement made no mention of the fact that after December 31 local sponsorship must account for an average of one-quarter of the program's cost.

At the Capital—Hope of more liberal relief grants in the nation's capital for the 1940-41 fiscal year was dashed by a recent decision of the District of Columbia welfare commissioners. Though the Welfare Board and Director Robert E. Bondy had recommended that the monthly limit on general relief be increased from $60 to $78 and that old age assistance limits be raised to $40, both requests were refused by the commissioners when preparing the budget estimates.

Surplus Commodities—Fears that war markets might sabotage the new food stamp plan for the distribution of "surplus" among low income groups in this country (see "The Food Stamp Way," by Joanna C. Colcord, *Survey Midmonthly*, October 1939) recently were dissipated by an announcement of Milo Perkins, president of the Federal Surplus Commodities Corporation, that by Christmas the plan will be extended to twenty-five cities, to one hundred by next June. So successful is the stamp plan considered by the New York State Department of Social Welfare in the one New York city in which it has been tried, Rochester, that the department has requested the FSCC to test it in an upstate rural county containing no large cities. At present the only rural area with a food stamp plan is Pottawatomie County, Okla. Total FSCC distribution in 1939 covering both commodity and food stamp methods will reach approximately $12 million as compared with $4½ million in 1938.

A "Way Out"—In Chicago where relief crises are almost the normal state of affairs, all sorts of solutions are offered for remedying the situation short of actually appropriating funds for more adequate relief. Latest is for the city to borrow money from the state relief funds and use it as the sponsor's contribution for local WPA projects. Under this scheme every "employable" family on the relief rolls now being carried at an expense of $25 a case by the Chicago Relief Administration can, at an expense to the city of $13 a case, be shifted from a $25 relief budget to a $55 work budget, with $12 to spare. As approximately 25,000 of the 100,000 CRA cases are estimated to be "employable," the plan might reduce the case load considerably and thus bring about a rise in the monthly budget per case. But Chicago social workers, although willing to give consideration to any plan which might alleviate the hardships of winter for the city's unemployed, see several flies in the proposed ointment. Among these are: the possibility that the creation of another WPA project might bring about the cutting of existing projects; the length of time it would take to get the project under way—at least sixty days, or two months more for Chicago's unemployed to live on 65 percent of a "skeleton" budget; the difficulty of finding enough projects suitable for providing employment for so many ill-clothed, ill-fed persons; the insecurity of the jobs which might be terminated before the plan had a fair start; and, most important, the fact that the plan evades the fundamental issue of permanent, long term planning for the unemployed, whether employable or unemployable, in Chicago.

More encouraging to those concerned over the unhappy relief situation in Chicago is news of the formation of the Chicago Relief Committee. Composed of persons prominent in all branches of the field of social work, the committee aims to coordinate the efforts of all groups interested in the relief problem; to persuade the governor to call a special legislative session to consider relief and aid to dependent children; to achieve "relief from inadequate relief" for Illinois.

Exonerated—After more than a year of investigation, the citizens' committee for the study and survey of welfare and relief in Westchester County, New York, this fall gave the County Welfare Department a clean bill of health in a report to the Board of Supervisors. Though the committee's appointment was stimulated by complaints of the cost of relief, its findings contained the statement that the department was operating "honestly and conscientiously in accordance with the law, and with the interest of the taxpayers and citizens of the county at heart." The report contained recommendations that in the future the welfare agencies make careful "follow up" investigations of relief families and that additional investigators and case workers be employed.

No Red Tape—Determined to "tackle the state's unemployment problem through employment," Pennsylvania's Department of Public Assistance has devised an "automatic reinstatement certificate" to be issued to relief recipients about to go into private employment. Good for six months, the certificate will aid the man whose employment turns out to be temporary in getting back on relief with the minimum of "red tape." Its purpose is to eliminate any reluctance to accepting employment which is caused by a fear of insecurity. When a former relief recipient loses a temporary job, he asks his employer to sign the certificate indicating the amount and date of the last wage. After registering at the State Employment Office he presents the certificate at a district office of the county board of assistance where, if the information brought out in an interview warrants it, relief is immediately authorized. Further investigation follows the issuance of the first relief check.

After Four Years—Puerto Rico is at last to come under the benefits of the WPA, according to a recent announcement from Washington headquarters. Operations will be coordinated with construction work of the army, the navy and the Puerto Rico Reconstruction Administration. Admiral W. D. Leahy will combine with his duties of governor those of WPA administrator for the island, for which a quota of 10,000 jobs has been established. Hawaii and Alaska already have active WPA programs.

Among the first WPA projects listed for Puerto Rico are the development of a large naval airport at San Juan, the improvement of the army airport at Borinquen, the improvement of Camp Buchanan, army base at San Juan.

Recreation Congress

THE extent to which organized recreation is now in the "public domain" was clearly indicated by the make-up of the National Recreation Congress which assembled in Boston in mid-October for its twenty-fourth annual meeting. Its general theme was "Recreation and the American Way of Life." The attendance, about 1200 persons from 312 cities in thirty-seven states, was predominantly representative of tax supported agencies for public recreation, with the majority probably lay commission members—the recreation equivalent of welfare board members—rather than the employed recreation workers. It might be noted in passing that in this field the men lead the women numerically, in both the lay and professional groups. Of 325 paid full time directors of municipal recreation agencies only thirty-five are women. The staffs below the rank of director have a much larger representation of "the weaker sex."

The congress was organized into general sessions and discussion groups, as many as thirty-two or three of the latter going on at once. There were no formal speeches or papers except at a few luncheon, dinner and evening sessions where the congress heard such distinguished speakers as Governor Saltonstall, Mayor Tobin, Rabbi Hillel Silver of Cleveland,

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Hon. Paul V. McNutt, director of the Federal Security Agency, Dr. John H. Finley of New York and a group of six college presidents who discussed "Recreation in America." At intervals during the five-day meeting the whole congress came together to hear from "summarizers" the substance of information and ideas developed in the discussion groups.

The content of the program ranged from the fundamental democratic philosophy of public recreation, through planning, designing and administering recreation facilities in all sorts of communities, through such problems as industry and schools in relation to recreation, board members' responsibilities and standards of personnel, and through a wide gamut of recreational activities.

One of the notable features of the week was the Joseph Lee memorial meeting held at the recently completed stadium which the city of Boston has named in honor of "the father of the public recreation movement." Here Dean Henry W. Holmes of the Harvard Graduate School of Education spoke of Mr. Lee as an educational philosopher:

"He had the amateur spirit, but he was never a dilettante; he knew that no stroke of genius, however brilliant, would have large consequences unless it could be followed up, implemented, worked over into other minds, shared, spread, elaborated and kept going. . . . What impresses me is the genuinely prophetic character of his mind. He was interested in the present detail of living; he enjoyed the here and now and the unrelated zest of the moment; but he also believed that lives add up and he wanted them to add up to better things and to converge on larger ends. He was interested in final values as well as in fullness of immediate experience."

In spite of its preoccupation with problems of one kind and another, this congress was a cheerful gathering. There was a lot of hearty singing in it, and a lot of dancing with many a staid board member shaking a foot in the old-fashioned square dances that were demonstrated every afternoon. Demonstrations of playground crafts and exhibits of equipment drew a throng of attentive observers. A session which was voted an annual feature henceforth was "The Hit Parade of Pet Ideas." With all this there was plenty of time for go-and-see trips to Boston parks and playgrounds.

The Society of Recreation Workers of America, the professional body formed last year when the Recreation Congress was held in Pittsburgh, now has a membership of about 550. It held two meetings in Boston, one to hear Prof. Harry A. Overstreet on "Professional Leadership in Public Recreation"; the other to discuss its own affairs and the direction of its development. Like all young professional bodies the society is greatly concerned with the quantity and quality of available training and with the qualifications and standards of personnel in its field. It has engaged the interest of a number of educators and is itself endeavoring to provide supervised field work opportunities for college and university students. It is well aware of the need for job analyses and descriptions of required skills in its field and hopes to promote research in the whole matter of the preparation and training of workers. As its president, to succeed V. K. Brown, director of recreation of the Chicago Park District, the society elected George J. Hjelte, superintendent of recreation of Los Angeles.

Group Work

A PLAN for a series of broadcasts on unemployed youth, sponsored last spring by the information service of the Boston Council of Social Agencies, has developed into an original and successful group project of job finding by young people themselves. When the radio time was offered to the council someone had the bright idea of bringing young people in on it. Through the YM and YWCA, the settlements, and so on, thirty-eight young men and women from eighteen to thirty years old came together to plan the program. The group quickly dismissed any idea of using the radio time to plead for jobs for young people and decided instead to make the program one of information for young people on the requirements and the possibilities in some nineteen fields of employment.

The first step of the group, which called itself "The Job Hunters" and its radio program "Your Job Hunt," was to enlist the cooperation of business men, personnel directors in large industries, vocational advisers and managers of employment offices to assemble and broadcast practical information to young people on what it takes to get and keep a job in a particular occupation. At every stage the project won warm interest and cooperation, in gathering material, in preparing the radio scripts and in participating in the actual broadcasts which took the form of round tables.

Because a radio program is not effective without listeners a committee of the group put on a promotional campaign through newspapers and trade journals—all very interested and cooperative—and by means of posters in highschools, libraries, employment offices and other places where young people congregate.

The programs had a good Sunday evening "spot" for twelve successive weeks. The size of the fan mail was testimony to the interest it attracted. But long before the end of the series, the ranks of "The Job Hunters" began to dwindle. One by one they were hired by employers with whom their work on the program had brought them in contact. By the end of June, thirty-seven had jobs and the thirty-eighth a four-year scholarship at Northeastern University put in his way by one of the men he had interviewed.

But "The Job Hunters" did not liquidate. As the original members became "alumni" new ones were admitted, and presently a regular organization was formed with its declared purpose "to assist its members to prepare for and to secure employment; to secure information of value to unemployed of the same age and to make this information available through various media; to work out ways and means for interesting employment agencies, employment managers and the general public in the problem of job hunting for youth."

"The Job Hunters," their membership limited to about fifty, have the YMCA behind them for such counsel and help as they may wish. They meet weekly to hear reports from their very active committees, and to discuss with employers the ways in which young people can make themselves more marketable. "Clinics" on applying for jobs, with criticism and comment from members and guests, is a feature of every meeting. Another radio program will come later, but meantime the turnover in the membership continues with a growing roll of "alumni" and a steadily lengthening waiting list.

At Conferences—Discussions centering on group work, its general and specific aspects, have been a feature of state conferences of social work and other meetings held during recent weeks.

At the Connecticut conference a critical evaluation of present group work services was presented as a basis for discussing the values and the inadequacies of the present program. This led to the question, "What are the prospects for financing an adequate budget?" The realistic way in which this was broken down and discussed by Reginald Robinson and others is indicated by the queries raised. What are the prospects for the diminution of needs? For increasing resources? For economy through improvement in technique or method in organization and in the use of existing resources?

At the New York conference, Arthur L. Swift opened the sessions of the group work section with "a survey of surveys," pointing up central problems and proposals that have been uncovered in a number of recent community studies. His paper furnished the basis for three round table discussion groups: "Administration of Group Work," led by Louis Kraft, Jewish Welfare Board, New York; "Supervision of Group Leaders," led by Alice Wagner, Girl Scouts, Inc.; "Community Organization of Group Work," led by Eric Gibberd, Troy Council of

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Social Agencies. At the closing session of the conference, Dr. Peter Blos of Irvington House, New York, put the question, "Do Adolescents Need Group Work?" and Karl D. Hesley, upstate director of NYA spoke on "Group Work and the Young Adult."

Recreation Workers—As the result of a systematic analysis of the needs for special training expressed by its staff, the recreation division of the Chicago Park District, V. K. Brown director, is cooperating with Northwestern University in an experiment in professional education for recreation workers. The university is providing Saturday morning courses in its regular schedule, with the division guaranteeing effectively supervised field work. Some 300 members of the staff have enrolled for the courses, about 40 percent of them with a view to academic credit. The seminar on group work is led by Neva L. Boyd.

In-Service—As a part of its staff in-service training program, Union Settlement, Hartford, Conn., is conducting a group seminar this month under the leadership of Prof. S. R. Slavson, New York University; Clara A. Kaiser, New York School of Social Work; Dr. Alexander Martin, New York Children's Aid Society; Prof. Arthur L. Swift, Jr., Union Theological Seminary; Prof. Mark Granburd, Clark University. Union Settlement grew out of the reorganization last spring of the Hartford Social Settlement and the Union of Home Work. Robert M. Heininger is the head worker.

A two-day institute on group work, held in Buffalo in late September, discussed the place of group work in the contemporary community. Charles E. Hendry, chairman of the American Association for the Study of Group Work, was the leader.

Volunteer Service

THE Volunteer Service Bureau of the Boston Council of Social Agencies has come to the conclusion that its time can be used more productively in other ways than in organizing and conducting general orientation courses for volunteers. Such courses, in the past, have made heavy inroads on the time of busy people, and have not produced enough "working" volunteers to justify their continuance. The bureau is finding it more satisfactory, and the agencies are too, to recruit the "right type" of volunteer with a definite interest in a particular area of work and at once to initiate her—only as often as not, it's "him"—into a program that employs that interest. The orientation course, they say, sometimes seems to confuse the volunteer and to dilute enthusiasm before it has found an outlet.

Just now, says the Boston bureau, volunteers are evincing pronounced interest in hospital work. The hospitals welcome them but, since hospital disciplines and routine procedures are clearly defined, prefer to do their own "breaking in." To serve the growing interest in hospital work, the Volunteer Service Bureau and the Hospital Council of Boston are collaborating in the preparation of a series of pamphlet guides for volunteers which give a bit of history of each hospital and its place in the community, a simple outline of its organization, and a handful of facts and figures concerning the nature and extent of its services.

The Boston bureau is pretty proud of a by-product of its own use of volunteer clerical workers. Secretarial schools count it a privilege for their graduates to be accepted by the bureau as volunteers, and placement agencies turn to it every once in awhile for a job candidate because "we know she's had good training." During the last year some twenty volunteer clerical workers have gone out of the bureau into steady jobs.

Through the Churches—Still in only its third year of activity, the Vocational Service Bureau of the Greater New York Federation of Churches has placed several hundred workers in its effort to "extend the arm of the church in community service." It has made placement contacts with 214 agencies, including hospitals, neighborhood houses, day nurseries and the Social Service Bureau of the magistrates' courts. Some fifteen to twenty volunteers working with the old age division of the city Department of Welfare report regularly to a supervisor and meet monthly for discussion of their problems. Helen Park, director of the bureau, warns all volunteers when they come to her that "volunteer work is a luxury," its indulgence requiring both time and physical energy. Volunteers must fill in a detailed application blank, pledge themselves to definite hours for a fixed length of time and must furnish references.

Junior League—At the annual October meeting of the board of directors and regional chairmen of the Association of the Junior Leagues of America, Virginia R. Howlett, secretary of the welfare department, presented a vivid picture of the varied volunteer work of the members which added up, during the past year, to 42,000 jobs. Nearly 22,000 volunteers worked with welfare agencies; nearly 10,000 with Community Chest and similar organizations; approximately 3500 with children's theaters including marionettes and radio plays; and about 3000 with cultural agencies, such as museums, art galleries, libraries, community music and drama groups. About half the volunteers with welfare agencies were engaged in health work, serving in hospitals, clinics, public health departments, mental hygiene, birth control and anti-tuberculosis centers. Over 3000 were with children's agencies, and about 4000 with family and relief agencies doing case work, traveler's aid, legal aid, work for the Red Cross, women's exchanges, and so on. Another considerable group was busy in the leisure time field, in community centers, camps, playgrounds and clubs. Miss Howlett points to these figures and to the large number of league members serving on boards and committees of various community organizations as evidence that the league is successfully applying its underlying principles: the continued education of the members for intelligent participation in community programs; the developing of social consciousness and leadership.

Kesslere

WILMER SHIELDS

After nearly fifteen professional years in New Orleans, Wilmer Shields has burned her southern bridges and gone to New York as field representative of the welfare department of the Association of the Junior Leagues of America. Since her Bryn Mawr days Miss Shields has been engaged in social and health work in New Orleans, and in teaching at the Tulane University School of Social Work. For the past nine years she has been the executive secretary of the Council of Social Agencies.

Paying Business—The slogan of the Detroit Central Volunteer Council "Make Volunteers Your Paid Business," is an expression of the council's credo that "until an agency can add or use a paid staff member to recruit, assign and particularly to develop *esprit de corps* among volunteers working for it, results to either volunteer or agency will not materialize." Irene Murphy, executive secretary of the council, points to the

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Children's Hospital of Detroit as an example of what can be accomplished when there is a paid volunteer director on the job. In this institution a corps of some ninety volunteers, representing a wide range of skill, social background and age, is working regularly, rendering services with a dollar-and-cents value of at least $700 a month. The medical staff gives the volunteers, who have their own organized association within the hospital, a series of lectures in pediatrics and medical ethics.

The Detroit Council's orientation course for volunteers, offered twice a year, usually attracts about sixty enrollments. Such topics as "Modern Families in a Modern City," "Growing Pains of a City," "On Relief," "Caring for Other People's Children," "The Setting of a Settlement," "Socializing Ourselves," are discussed in an attempt to promote participation of lay people in problems rising out of complex city life. Mrs. Murphy says: "It is when partnerships are developed on as thorough a basis as this that volunteer service is sound."

The IJK Book—The Little "ABC Book for YWCA Volunteer Workers," published in 1938 by the Volunteer Personnel Committee of Minneapolis, Minn., received so cordial a reception that the committee was encouraged to bring out a sequel, "The IJK Book for 1939." With I for Introduction to the Board, J for Job Analysis, K for Key to Board Procedure, and so on to Z for Zeal, the pamphlet is especially informing and inspiring to board members.

Professional

INTERNES in social service are now a part of the set-up at the St. Louis Bureau for Men, according to the bureau's bulletin, *Men of St. Louis*. This fall the bureau inaugurated a plan whereby selected graduate students taking special courses in the care of older boys at St. Louis University's School of Social Service, work part time at the bureau during the day, receiving cash compensation, and work in the evenings at group work or institutional agencies in return for room and board. Stimulating the plan was the opinion that present training methods in social work schools do not entirely orientate the student for the job —there is always the breaking in process for the new professional worker in his first position. Equally strong as a stimulus was the recognition of the utter lack of training opportunities for specialization in case work with older boys.

All the internes are working toward a master's degree, but their school work is limited to ten hours a semester, taking three years to complete. The usual child welfare curriculum forms the basis of the training, but four special courses dealing with older boys must be substituted for some of the other courses.

Meetings—Two important housing conferences are scheduled for the near future, the annual meeting of the National Association of Housing Officials at New Orleans, December 6-8, and the annual conference of the National Public Housing Conference at Washington, January 26-28. . . . A conference on "Tomorrow's Children," sponsored by a group of southern leaders and educators will be held in Atlanta, November 10-12. For details address its executive chairman, William E. Cole, University of Tennessee, Knoxville.

At the Schools—A new program in social administration was inaugurated this session at the University of Illinois in the form of a curriculum rather than a division or a school. The pre-professional course and fifth year of work are administered by a committee operating under the College of Liberal Arts and Science, and the sixth year under the Graduate School. Chairman of the committee is Prof. B. F. Timmons. Assisting with the program is Prof. Earl E. Klein, formerly of the University of Iowa. The pre-professional course will lead to an A.B. degree; the first professional year to a Bachelor of Social Administration; the second to a Master of Social Administration. . . . Rutgers University is now offering social work courses in seven New Jersey centers through its university extension division. New among them is one on organization of public assistance given by Donald S. Howard of the Russell Sage Foundation. . . . The Massachusetts University Extension is sponsoring a course at Harvard University on unemployment problems in social case work conducted by Frances Kling, senior registrar, Massachusetts State Employment Service. . . . This fall marks the creation of a department of social administration in West Virginia University. It offers a year of graduate social work study.

Library—A small collection of books "pertaining to the fields of public welfare and social security" has grown to a two-branched library in the state of Washington. Begun in memory of the late Ben Tidball, former staff member of the Washington Emergency Relief Administration and the State Department of Welfare, by the Western Guild of Social Workers in Seattle, the library has spread from a county convenience to a statewide service incorporating the library facilities of the State Department of Social Security. Its rapid growth has been promoted by gifts from friends of Mr. Tidball whose expressed desire had been to build such a service. Known as the Ben Tidball Memorial Library, the collection is governed by a constitution which provides that the reading material "shall be made available to all staff members in the offices of the State Department of Social Security and in the County Welfare Departments, advisory committee members and county commissioners." The branches are located in Seattle and Olympia.

Service for Seniors—Old people, their relatives and advisers—doctors, lawyers and clergymen, for example—are offered a resource for resolving some of their personal problems through Service for Seniors, a new venture recently launched in New York by Helen B. Large and Dorothy Stabler, both with long professional social work experience, latterly with the Brooklyn Bureau of Charities. The new service promises "resourceful assistance particularly adapted to particular people" in meeting personal needs of old people in such matters as living arrangements, companionship and recreation. It holds itself ready to arrange for "comfortable and congenial living quarters with personal care if desired"; to supply part time companions "with special emphasis on dependability and suitability to specific personal needs"; to arrange for "enjoyable visits" to New York for older persons with reliable companionship for those whose relatives "can't bear to have them there alone"; to visit old persons living in New York and report on their "health and well-being" to anxious relatives at a distance.

Bachrach

STUART C. RAND

The Boston Council of Social Agencies is rejoicing this fall in having Mr. Rand as chairman of its volunteer service bureau. He is a lawyer, active in the affairs of the Episcopal Church, chairman of last spring's campaign of the Boston Community Fund and a working volunteer with a long service record.

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Fees for the service, which is warmly endorsed by leading clergymen, doctors, lawyers, and social workers, start at $5 for an office consultation. For further information address Service for Seniors, 29 East 9 Street, New York.

Going Up—The American Association of Social Workers now numbers 11,258 members, an all time high and an increase of 476 over October 1938. Its largest chapter, New York City, has 1314 members.

Interpretation—A novel method of interpreting what some social workers are doing in Chicago was undertaken recently in the form of a dramatization of what goes on in a relief station when persons apply for aid. The event was sponsored by a branch office of the Chicago Relief Administration, a branch office of the United Charities, and the social service department of the Chicago Church Federation. The cast was made up of case workers from the relief agencies. Invitations went to ministers and presidents of all business, civic and service organizations of the area covered by the sponsoring agencies. The program was divided into three scenes: the first showing problems presented by clients at the reception desk; the second, typical interviews which brought out information showing how eligibility is judged; the third, a conference between an investigator and her supervisor over a complicated case. The demonstration was intended to inform the audience as to what social workers in a relief set-up do, the methods they use and why, and the difficulties under which they work.

People and Things

THE thrill that comes once in a lifetime struck the Red Cross in London when Lord Nuffield, automobile manufacturer, recently wrote his check for £100,000, equivalent roughly to a half million dollars, which he had promised to contribute when public donations reached £250,000.

Fall Moving—Social workers were well represented among those who shifted their *lares et penates* this fall. Alice A. Adanalian left Cleveland, where she was director of the Cleveland Guidance Service, to go to New York as secretary of the division of group work and employment of the Welfare Council. . . . To Yonkers, N. Y. from Scranton, Pa. went Tessie D. Berkman, to serve as intake secretary for the Yonkers Family Service Society. . . . The Newark Boys' Club, Newark, N. J. lured Edward W. Pastore from the New Haven, Conn. Boys' Club, where he was educational director and case worker. . . . Sidney J. Lindenberg left the Neighborhood Center, Philadelphia, to go to Chicago as director of the department of group work at the Jewish People's Institute. . . . Rosalee Venable turned her back on the YWCA in Baltimore to fill the place made vacant by the resignation of Ida W. Sarvay as executive director of the YWCA in Chicago.

From Louisiana to Fort Worth, Tex. traveled Margaret Yates, to become director there of the Council of Social Agencies. She was formerly on the faculty of the Tulane University School of Social Work. . . . Traveling to Louisiana at that time was Mary C. Raymond, formerly of the Miami, Fla. Community Chest, to take the position recently vacated by Wilmer Shields (see page 352) at the New Orleans Council of Social Agencies. . . . Ruth Jennings left the staff of the Detroit Council of Social Agencies to become executive secretary of the Volunteer Bureau, Providence, R. I. . . . Emily Rice, formerly with the Massachusetts State Hospital in Boston, limited her moving to within the city when she became social service director of the Peter Bent Brigham Hospital. . . . Samuel R. McCleery, erstwhile boy's director of the William L. Gilbert House, Winsted, Conn., took up duties this fall as superintendent of the Jefferson Farm School, Watertown, N. Y.

Elected—The New York State Conference of Social Work elected the Rev. Bryan J. McEntegart, assistant to the director of Catholic Charities in New York City, as its president for 1940. . . . Emery E. Olson, president of the Los Angeles Civil Service Commission and dean of the School of Government at the University of Southern California, is the newly elected president of the Civil Service Assembly of the United States and Canada. . . . Thomas J. Turley director of boys' and men's work at South End House, Boston, is the new national chairman of the boys' and girls' work division of the National Federation of Settlements.

For Merit—Mayor La Guardia of New York has appointed Lou Gehrig, retired but still glamorous baseball hero, for a ten-year term as a member of the Municipal Parole Commission, salary, $5700. Said the mayor to Mr. Gehrig: "After you know all about psychology and psychoanalysis, just use your own good common sense."

Public Service—Several appointments were recently announced in the field of public service. Among them was the promotion of Elizabeth S. Johnson of the staff of the U. S. Children's Bureau to the position of assistant director in charge of research of the bureau's industrial division. . . . Dr. Lester A. Round, Rhode Island director of health, has been named consultant to the Bureau of Old Age and Survivors Insurance. . . . New director of the Department of Labor's division of workmen's compensation is Ralph R. Boyer, formerly associated with the New York State Insurance Department. . . . Arthur W. James, for six years commissioner of the Virginia Department of Public Welfare, is now on the staff of the U. S. Bureau of Prisons as technical assistant to F. Lovell Bixby, chief of probation and parole.

All Off—To no one's surprise comes the announcement from the president of the Fourth International Conference on Social Work, Dr. Rene Sand of Belgium, and the secretary general, Alexander Farquharson of London, that all plans for the meeting next summer in Brussels have been cancelled. "No other official decision is conceivable in the circumstances," says Mr. Farquharson to Joanna C. Colcord, chairman of the American committee, and adds "I join with you in hoping that the time may soon come when people of good will from all nations can meet in security for a good purpose."

Headworkers—Several settlements throughout the country started the fall season with new headworkers. Among them were: Florence Kent Weld at Emerson House, Chicago; Harold and Ann Gordon Brigham at Neighborhood House, Louisville, Ky.; Eleanor J. Flynn at Elliot Park Neighborhood House, Minneapolis; Grace Gosselin at East Side House, New York; Elizabeth R. Foley at Goddard Neighborhood Center, New York; Sanford Solender at Madison House, New York; Blanche M. Nicola at St. Martha's House, Philadelphia; Mr. and Mrs. Charles F. Wright at Neighborhood House, Madison, N. J.; Dwight Strong at Dorchester House, Boston.

Our Error—It was not the state of Nevada but the "good old" commissioners of White Pine County who chipped in "most generously" for her trip to the National Conference of Social Work in Buffalo, says Virginia Starkweather commenting on a statement that accompanied her article, "Prospecting for Social Security," in the October *Survey Midmonthly*

Deaths

MABEL E. PIERSON, for twenty years executive of the Plainfield, N. J., Community Chest.

SAMUEL D. MURPHY, Judge of the Jefferson County (Ala.) juvenile and domestic court since its establishment in 1911 and called by his many admirers the "father of juvenile and domestic court procedures in Alabama."

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Readers Write

Abortive Humor

To the Editor: To correct any misapprehension from the apparently facetious comment on the annual convention of the American Humane Association held at Albany in September, appearing in the October issue of the *Survey Midmonthly* [see "In the Same Boat," page 315], may I inform your readers that this association has behind it many years of valued service to the community in fostering the protection of both animals and children throughout our country. At this last convention it adopted standards in the field of child protection consistent with those of the most progressive societies working in this field, including the principle that animal protection and child protection are two distinct functions and should be performed by separate staffs of competent personnel.

The standards adopted were worked out by a committee with representation from several of the leading child protective agencies in the country, and mark a real step forward in this field in which the association has made such a splendid record. They are in harmony with the principles adopted by the White House Conference of 1930, and through a newly created position of field secretary within the association a real attempt will be made to translate them into practice.

I know that those of us who are interested and who have worked for this advance in the standards and practice of the member agencies of the American Humane Association will be pleased to have this letter of correction published in your columns.

Theodore A. Lothrop
General Secretary
Massachusetts Society for the Prevention of Cruelty to Children

To the Editor: Your quip in the *October Midmonthly* at the expense of the American Humane Association was not kind to an organization that has done and is continuing to do a large and important work in protective care for children, and that is making a sincere and effective effort to develop a progressive program in this field. Some of the newspaper accounts of the September convention, with their facetious emphasis on incidents, were unfortunate, completely missing the point that this meeting, in the scope of its concern and the quality of its program, marked a tremendous advance over meetings of only a few years ago. For example the convention adopted unanimously a "platform" setting new standards for the protective societies and voted to employ a well-trained qualified field agent to help the societies develop them. That surely is news more in *The Survey's* line than a proposal to "nose-print" dogs which got much more attention from the local press than it did from the conference.

E. Marguerite Gane
Executive Secretary, Children's Aid Society and SPCC of Erie County, N. Y.

The editors of *Survey Midmonthly* regret that an attempt at humor in the brief editorial paragraph commented upon by Mr. Lothrop and Miss Gane seemed in any way to belittle the American Humane Association of whose history and useful services the editors are well aware.

Barrier to Democracy

To the Editor: In the *Survey Midmonthly* for July 1939, under Schools and Colleges and entitled "Negro Education," is a statement concerning Governor Stark of Missouri, who has signed a bill to bring the standards of Lincoln University, Mo., up to those of the University of Missouri.

To the better thinking educators and laymen all over the country this bill is one of the most hypocritical developments imaginable.

First, the interpretation of the expression "separate and equal" is almost always abused where it concerns the problem of Negroes and whites. Second, there is no earthly reason for trying to superimpose a graduate school on what is not yet a good undergraduate school. Third, it is quite apparent that the legislature of Missouri has merely set out to devise ways and means of avoiding the decision of the United States Supreme Court.

While I am conscious of the fact that the item was merely a news statement, I cannot forego the urge to point out to you that it is the type of news that is a decided reflection upon our hopes that "Democracy Will Eventually Work."

George M. Goodman
Executive Secretary
Washington Urban League, Inc.

Not So Bad but . . .

To the Editor: May I comment a little on the article, "This Rural Social Work" by Carol L. Shafer in the May *Survey Midmonthly*?

The fact that urban advantages are useless if poverty will not permit them to be taken advantage of certainly should dispose of much unseemly snobbishness on the part of many city dwellers. But the majority of city children of elementary school age have teachers who are free to devote themselves to only one class or grade and who are expected, and we will hope paid, to keep their minds alert to chances for self-development. Conditions are not so bad here in the Arkansas Ozarks as in some other sections, but the proportion of rural one-teacher schools covering the work of eight grades is alarming. We have had some very intelligent teachers in this section, but it takes real precocity to enable a primary child to advance normally in acquiring even the bare bones of knowledge if he has only a part of the attention of a teacher for two or three ten-minute periods a day. We usually change teachers every year, perhaps because we think $50 a month is too big a plum for anybody to monopolize for longer than eight months.

Most of what Mrs. Shafer says about transportation problems is, I am sure, true for communities with a professional worker and his car, provided that there isn't a meandering river with a treacherous bottom to consider, and a bridge too far away to be very helpful. With leaky boats and sturdy legs more than half our school children fight to escape isolation by means of school, country dances, or Sunday school, but their mothers generally leave the lately-organized Home Demonstration Club to those who are more fortunate.

We have no appointed social worker, other than the county nurse and the county home demonstration agent, but it has been a great satisfaction to arrange for a school clinic, to secure health services at reduced rates in a tourist town ten miles away, and to borrow from the Arkansas Library Commission thirty-five attractive books at a cost of less than a dollar. To see the faces of some undemonstrative farm lads was a rich reward. Their school books are modern but may not often be taken home.

Frances Denton
Volunteer Social Worker
Montene, Ark.

Heart Warmer

To the Editor: I am an amateur social worker, but I wish you to know how much I appreciate your magazine which I go to the city library to read. It contains so much that is helpful to persons interested in any kind of social service activities, even in a small southern town like this. Our city mission, on the order of an institutional church or community center, does not have a trained social worker, but on a budget of less than $100 a month we carry on a program unbelievably larger than that sum would indicate. Capable people from all the churches help in the work.

Jackson, Tenn. Mrs. T. D. Estes

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Book Reviews

Facts and a Plea

SCHOOLS AND CITY GOVERNMENT, by Nelson B. Henry and Jerome G. Kerwin. University of Chicago Press. 104 pp. Price $1.50 postpaid by Survey Associates, Inc.

THIS little book is both a factual presentation and a plea. It is a factual study of school and municipal relationships in cities of 50,000 or more population, it is a plea for the closer "cooperation" and "coordination" of school and general municipal administration. Both authors are on the faculty of the University of Chicago, one in education and the other in political science.

On the whole, the book is a popular presentation of the subject containing a goodly quantity of facts presented for the most part in expository rather than in tabular form. It reads easily and gives promise of having a fairly good consumption by professional administrators as well as by the laity.

The factual basis of the study was derived from field visitations of thirty-four cities and an extensive analysis of the legal basis of school and municipal relationships in 191 cities. Chapters deal with such topics as legal bases, the selection of boards of education, administrative services to education by the municipal side of local government, general municipal controls of school budgets, and cooperative functioning in certain fields such as health, recreation, delinquency and libraries.

From this reviewer's point of view, the authors are at their best in their last chapter; although there are several places therein where, possibly due to the urge for brevity, the trend of their argument would stand qualification. Where they deal with the redistricting problem, with state aid, and with the implications of the concept of education as a state function, we might wish they were not so brief. By influence they are on the side of the administrative and fiscal union of schools and municipal government. One could easily go along with them in advocacy of maximum cooperation and improved intergovernmental relations, but most students of educational administration, the writer included, would not subscribe on a basis of organic unity. More correlation, yes; integration, no.

Those who read this book—and it is distinctly worth reading—ought not to leave the subject until they have read also "The Unique Function of Education in American Democracy" and "The Structure and Administration of Education in American Democracy," two publications of the Educational Policies Commission. Perhaps the best way to direct one's thinking on the problem is on the basis of reasoning from the nature of democracy and from the nature of education as a social agency in a democracy. If both the school and municipal administration were perfect, the question is: Would it still be desirable to have public education organized independent of general government and under the direct and specialized control of the people?

ALFRED D. SIMPSON
State Department of Education
Albany, N. Y.

Beautiful and Useful

THE STORY OF A BABY, by Marie Hall Ets. Viking. 63 pp. Price $2.50 postpaid by Survey Associates, Inc.

PARENTS will welcome this beautiful little book since it furnishes them, in an attractive and aesthetically satisfying form, the information and concepts that they would like to have clarified. The format and the author's approach suggest that it is designed for rather young children. We know, of course, that at this age the child is eager for an answer to the question, "Where do babies come from?" But we also know that his interest is not in the details of embryological development nor of the growth of the foetus in the womb, and that these concepts are beyond his grasp.

This book does not seem to me to cover the real needs of the small child which have little to do with actual knowledge but which represent, rather, his need for reassurance that his interests are legitimate and that he can come with them freely to his parents. However the book should serve a very useful purpose for parents because of its generally sound attitudes and information.

SIDONIE MATSNER GRUENBERG
Child Study Association of America

The Neighborhood Unit Plan

HOUSING FOR THE MACHINE AGE, by Clarence Arthur Perry. Russell Sage Foundation. 261 pp. Price $2.50 postpaid by Survey Associates, Inc.

LONG among the foremost exponents of the neighborhood unit plan, Mr. Perry here presents his arguments in full and his views on the benefits to be derived from having combined land assemblage, planning and building operations conducted by large scale companies on a big business basis.

The neighborhood unit plan means the creation, within cities, of residential communities, each based on and around a single elementary school. It has been the subject of much thought and some experimentation for many years, both here and abroad, but thus far no public response has resulted. Possibly this is due to an impression that the premises on which the plan's solutions are based oversimplify the housing problem. Possible, too, it may seem that agglomerations of neighborhood units would furnish a very monotonous life—to use a very horrid word, a regimentation.

To return to the book, Mr. Perry finds as the greatest handicap to carrying out the unit neighborhood plan the inability to assemble from diverse ownership the large plottages required, sixty to one hundred acres for each unit. This he would overcome by giving power of condemnation to private building companies.

New York State would seem to have removed that handicap by its new Public Housing Law under which limited dividend housing companies may condemn real property on the approval of the superintendent of the State Board of Housing. However, some of the high rentals mentioned by Mr. Perry would not be possible.

This brief review cannot do justice to Mr. Perry's book, which is well worth a careful reading, not only by students of city planning and persons with a general interest in housing, but also by the building and real estate interests.

The comprehensive index, the letter press and the illustrations deserve a special word of commendation.

New York GEORGE A. BOEHM

For Students

PRINCIPLES OF GENERAL PSYCHOLOGY, by Ellis Freeman. Holt. 530 pp. Price $2.75 postpaid by Survey Associates, Inc.

HERE is a textbook on psychology in which the eclectically chosen subject matter offers the student an opportunity to recognize the wide variety of doctrines which constitutes the current theory. The basic view is that psychology is "the science of the experiences and behavior of organisms." The book offers a broad interpretation of the principles of behavior, with ample relation to the sciences, arts and activities that enter into daily living. The second edition is concerned with principles of perception in which the Gestalt influence is paramount. Underlying the volume is a definite philosophy which integrates psychology with life in terms of a practical solipsism.

New York IRA S. WILE, M.D.

Older Than Egypt

MARRIAGE AND THE FAMILY, by Ray E. Baber. McGraw-Hill. 656 pp. Price $4 postpaid by Survey Associates, Inc.

THERE is no better evidence of the growth and maturing of college instruction in the family than the several excellent texts that have recently appeared. To these must now be added Professor Baber's volume, the latest and one of the best. The book has a double purpose. It attempts to make a sociological analysis of the family which will give

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insight to the student as to its origin, structure and functions, and to bring together some trustworthy knowledge likely to prove helpful to young people seeking to choose their mates or to deal with the necessary adjustments of marriage.

The book belongs to the composite type that handles marriage and the family together, with marriage, as is usual in such treatments, given the greater emphasis. But there is more grappling here with marriage problems than in other similar texts and also a greater frankness and objectivity in their analysis. It is difficult, however, in the composite course or text to give the specific marriage preparation that American college youth are demanding more and more.

One of the features of the book that will be welcomed by both instructors and students is the chapter discussing ancient family problems in China, India and Egypt. This material displaces the more conventional discussions of the Hebrew, Greek and Roman family life. As one would expect from knowing the author, the text is scholarly in content, unemotional in its presentation, constructive in spirit, and practical in form. Professor Baber does not leave the reader in any doubt concerning his own position as he deals with matters which still evoke controversy. His discussion of birth control is an example.

It will seem to readers familiar with the development of college courses in preparation for marriage that in view of the author's mentioning other institutions contributing to the development of instruction in marriage and the family, he has failed to give due credit to the University of North Carolina which sixteen years ago, as a lonely pioneer, dared academic tradition and offered an honest, science-based, credit-giving course dealing with all the major problems of marriage. He recognizes, however, the rapid spread in popularity of this type of instruction.

ERNEST R. GROVES
Institute for Research in Social Science
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HEALTH FOR 7,500,000 PEOPLE. ANNUAL REPORT OF THE DEPARTMENT OF HEALTH, CITY OF NEW YORK, FOR 1937 AND A REVIEW OF DEVELOPMENTS FROM 1934 TO 1938. 390 pp. 64 tables. Available from the department, for limited distribution only.

IN this attractively bound and thoroughly interesting volume, copious illustrations and carefully chosen charts, maps and graphs help to tell the story of the largest health department in the world.

In the foreword, Commissioner John L. Rice sketches the problems and mentions some of the achievements in conserving the health of 7,434,000 persons (1937 estimate). It is interesting to note a mortality rate of 10.4 per 1000 population; an infant mortality rate decreasing from 53 per 1000 live births in 1933 to 44 in 1937; and a new low record in 1937 of 57 deaths from tuberculosis per 100,000 population. The tremendous expansion from one organized health center in 1933 to twenty in 1937 marks an important development in public health administration and health education in New York City.

As Dr. Rice points out, the department's policy is threefold: carrying on everyday tasks; emphasizing those activities which yield the greatest return on the investment; and planning of a future program using the experience of the past and present as a basis. Among the important steps ahead are the building up of quality of service in the department; intensification of the attack on pneumonia (6500 New Yorkers die each year from this disease); a war against syphilis and gonorrhea; an aggressive anti-tuberculosis campaign; improved school health services.

One cent out of every New York tax dollar is used by the Health Department, the 1937 budget of which amounted to $4,725,817 exclusive of the capital outlay budget of $2,466,500. As of January 1, 1937, there were 2567 employes in the department. During 1937 the WPA spent $4,771,454 on service projects including mosquito control, elimination of noxious weeds, health department records, cartographic studies, and clinic and health services.

The story of how this money was spent and what its expenditures achieved is told in four main sections of the report. A handful of facts illustrate the variety and magnitude of public health work in New York City. In 1937: five new cases of leprosy; 25,530 animal bites reported; 42 summer camps inspected and licensed; 70,000 catch-basins treated with larvicide; 297 massage operators examined and licensed; 1,062,497 cans of milk inspected; and 101,988 births and 77,465 deaths certified. "Health for 7,500,000 People" is truly a thrilling report.

M. A. POND
Instructor in Public Health
School of Medicine, Yale University

Social Aspects of Nursing

NURSING IN SICKNESS AND IN HEALTH: THE SOCIAL ASPECTS OF NURSING, by Harriet Frost. Macmillan. 217 pp. Price $2 postpaid by Survey Associates, Inc.

EAGERLY awaited by instructors in schools of nursing, public health nurses, and students, this book presents in simple graphic form the way in which the basic curriculum in the school of nursing may be enriched to include some of the social and public health aspects of nursing. Starting with the student nurse herself and her own health, it carries over into the ward, clinic, and outpatient services, with suggestions for observation and supervised practice for students in community health agencies. Several case

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histories illustrate how the student may be led to see her patient as a member of his family and the community. Charts help to make the relationship clear.

Student nurses who are given the background of information described by Miss Frost will be in a superior position to decide whether or not they wish to prepare for the field of public health nursing after graduation from their schools. Whatever field of nursing they enter they always will have a helpful conception of family situations and community resources which will serve them well.

Public health nurses, especially those working with undergraduate students, will find the book rich in teaching material, in suggestions for correlations with hospital practices, and in suggested ways to make use of the contributions of both medical social workers and social workers in handling sickness situations.

DOROTHY DEMING
National Organization for Public Health Nursing

What's Wrong With This Picture?

PENSIONS OR PENURY? by Sheridan Downey. Harper. 113 pp. Price $1 postpaid by Survey Associates, Inc.

". . . every wage earner will make a minimum of $2000 or $3000 annually; families with two or more wage earners will receive considerably more. No men on bread lines, no children starving on home relief, no farmers destroying crops. Youth will have its opportunity—and its jobs, once more. The senior citizens will enjoy a well-earned and safe retirement. . . . To our children we shall be able to give not only all the nourishment they now lack, but all the educational opportunities they desire. Child labor will vanish; the six-hour day will be the rule; our slums will disappear. Longer vacations for all will become general. Travel will increase. . . ."

WHAT social worker, or any other citizen for that matter, will want to quarrel with any plan promising such a magnificent utopia? And who dares say that the objectives are beyond reach in this resourceful country if we but apply some part of the intelligence to their achievement that other nations concentrate upon the science of destruction?

This brief easily read book is an extremely simplified and persuasive analysis of our present economic difficulties coupled with dire prophecies of what will happen to the country if we continue on our present course. If on the other hand we adopt, before it is too late, the alternative course proposed in the Townsend or some plan essentially like it, including transaction taxes and surtaxes, we can achieve a well balanced economy with happiness for all.

This brief review cannot even outline the inconsistencies in the arguments set forth in this volume or list the objections of the orthodox economists to the Townsend, EPIC or "ham and egg" plans. Nor is this necessary because their objections are constantly set forth in the "orthodox press." Senator Downey naturally shows little respect for the views of the traditional economists, since they seem unable to offer alternative plans which promise any real solution to our difficulties.

It would have been exceedingly interesting if the author had explained some of the more controversial aspects of his proposals in more detail. How, for example, is the surtax to operate so that a balance is maintained between the funds needed for consumption and those needed for investment; how can we be certain that the sums proposed for our "senior citizens" will be just the amount needed to prevent "stagnant" savings from upsetting the economic applecart? How is the transactions tax to be kept from handicapping business, since admittedly our relatively simple sales taxes do just that? It would also be interesting to know why the same distribution of funds should not be made to all persons in need on the same scale as it is proposed to make them to the aged. If the funds so distributed are to be raised by transaction and surtaxes as a means of eliminating stagnant savings which, according to the author, are responsible for depressions, the distribution of the funds need not be confined to the aged to secure the promised economic benefits. Essentially the government's work and relief programs are operating according to this spending theory (whether intentionally or not) and all that is needed to bring these programs into line with the theories advocated by Senator Downey would be for the government to raise its relief funds out of transaction and surtaxes, instead of borrowing, and to increase the size of the individual benefits. One must also question whether the proposed monetary commission could stop at anything short of total economic planning once it became involved in the question of determining the investment needs of the nation.

Whatever one may think of the merits of Senator Downey's proposals for ending the present period of distress and of preventing future ones, it is encouraging to know that there are men in the U. S. Senate with his sympathetic understanding of social conditions who are searching for solutions. Although it would be necessary to revolutionize our traditional thinking with regard to spending and saving if we were to adopt the economic panaceas proposed, certainly tradition is not to be clung to merely for its own sake in the face of disaster. The book is worth reading if for no other reason than that it challenges orthodox thinking which has failed so far to suggest any plausible way of getting us out of the present depression and keeping us out of subsequent ones in the years to come.

There can be no quarrel with Senator Downey's objectives or with his conclusions that present benefits paid to the aged and to others in need are woefully inadequate and that the solution of our economic difficulties requires national planning and action. ERNEST F. WITTE
Graduate School of Social Work
University of Washington, Seattle

Boyhood Can't Wait

THE BOYS' CLUB, by R. K. Atkinson. Foreword by George E. Vincent. Association Press. 186 pp. Price $1.75 postpaid by Survey Associates, Inc.

HERE is a book that makes good reading for anyone interested in the welfare of boys. It should be on the shelf of every professional social worker, for it deals with the leisure time needs of boys from the poorest social and economic levels, and describes the philosophy and methods of a movement seeking to meet these needs.

No propagandist, the author paints a clear-cut picture of Boys' Clubs in colors that reflect his honest enthusiasm for the organization. R. K. Atkinson knows whereof he speaks. Widely recognized in the field of education, he was for a number of years educational director of the Boys' Clubs of America and later executive director of the Boys' Club of New York.

Boys' Club workers will find this book a rich and reliable source of information regarding the best practices in dealing with membership, leadership, staff, discipline, group clubs, program procedure, and so forth. Moreover, in his writing, Mr. Atkinson has hit upon a happy style of dealing with theory and practice in terms of what is actually being done by Boys' Clubs, so that the book will be enjoyed alike by layman and professional worker.

The book deals briefly with the Boys Club program in relation to juvenile delinquency and in the closing chapter takes a look into the future. It points out that Boys' Clubs, though members of a national organization, have retained their local autonomy, and are, therefore, able to accept new ideas for adjusting programs to meet changes in conditions and needs.

Says the author: "The trend toward the financing of organizations like the Boys' Club by taxation is unmistakable. Recreational work at public expense has achieved public acceptance and support more rapidly than almost any other sort of welfare service, and if all educators and city planners should come to regard the right use of leisure time as of the same importance as formal education, work, traffic, and business, then those who are now promoting and supporting Boys' Clubs would gladly move on to some other pioneering work, but boyhood does not wait. . . .

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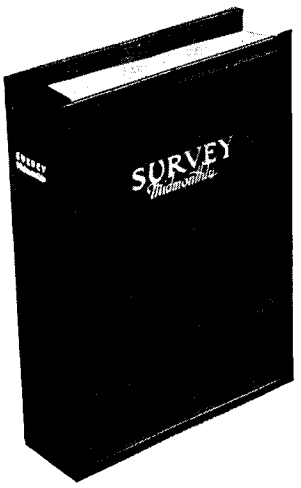

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Superintendent
Springfield, Mass. Boys' Clubs, Inc.

How It Is Done, and Why

GOVERNMENT PUBLICITY, by James L. McCamy. University of Chicago Press. 275 pp. Price $2.50 postpaid by Survey Associates, Inc.

STIRRING together a lot of careful research relating to the size and functions of federal publicity bureaus and adding a liberal cupful of generally favorable opinion, Mr. McCamy has turned out an interesting concoction concerned with the way Washington publicity is handled—and why. A timely and serious book, there is something in it for students of government administration, for administrators themselves, for laymen interested in a little-understood side of federal affairs and for publicists. Whether all of the book will appeal to all of those readers is another question.

Although often otherwise labeled, publicity bureaus exist in virtually all major governmental departments. Mr. McCamy checked up on them through written questionnaires, personal interviews and collateral reading. He surveyed the scope of these bureaus and their importance as efficient tools for officials and for the process of American democratic government. He studied the way they handle relations with newspapers, radio, motion pictures and other informational channels and how much and what kind of their material reaches the public. He uncovered grievances and found defenses.

Mr. McCamy does not present clearly detailed reports of the make-up and activities of individual publicity bureaus; rather, he blends his findings, occasionally highlighting them with specific points about the Social Security Board, the WPA, Farm Security Administration or other bureaus. Nor does he detach personal appraisals or suggested improvements from his discussion. The effect is an overtone of "how to do it" rather than "how it is done."

In case you wondered about it, government publicity bureaus and publicity agents are far from New Deal inventions. They long preceded the Roosevelt era. While the New Deal greatly increased and expanded publicity services, it also, as Mr. McCamy points out, improved the general level of government publicity workers by employing trained and experienced men and women. What is more, Mr. McCamy convincingly challenges "all the alarms over 'a New Deal propaganda machine' or 'government by propaganda'" as "ridiculous." In all, this is an informative and interesting book. HAROLD P. LEVY

Russell Sage Foundation, New York

Two Different Things

SCIENTIFIC SOCIAL SURVEYS AND RESEARCH, by Pauline V. Young, with chapters by Calvin F. Schmid. Prentice-Hall. 619 pp. Price $3 postpaid by Survey Associates, Inc.

THE title of this book juxtaposes the terms social survey and social research to decry popular usage of the latter term in the generic sense. The

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author would prefer that it be used in a specific sense, to describe that type of social study which attempts to arrive at generalizations or social laws, just as the term social survey specifically describes the type of study which attempts to arrive at specific answers to specific questions.

The text shows definite, though not altogether sustained or successful efforts to particularize and differentiate the two types of studies. Thus the chapters on the methods of collecting and analyzing social data, which comprise the bulk of the book, are rather general in treatment. They would be serviceable in any type of social study. In addition, they are exceptionally well written, both clear and thorough in descriptions of how-to-do-it.

Mrs. Young gives us also a highlighted account of the development of social studies and a discussion of their content and basic assumptions, with explanations of such sociological concepts as culture group, social institution, community, social disorganization and social control. This part of the book is better suited to sociology students than to students of social work. The bibliography lists over 700 references, but is deficient in social work material.

On the whole, this is probably as satisfactory a text on the scientific use of research methods in social studies as has come along. IRVING WEISSMAN
Social Planning Council of St. Louis

Public Libraries

CURRENT ISSUES IN LIBRARY ADMINISTRATION, edited by Carlten B. Joeckel. University of Chicago Press. 392 pp. Price $2 postpaid by Survey Associates, Inc.

EVERY city official concerned with library administration as well as every public library administrator and trustee should have this collection of papers presented before a library institute held at the University of Chicago last year under the auspices of the Graduate Library School, with the Carnegie Corporation of New York assisting. Experts in public as well as library administration discuss such fundamental matters as planning, organization, direction, coordination, financial administration and reporting.

Some general principles of administrative organization applicable to any large institution are discussed by Floyd W. Reeves, professor of administration at the University of Chicago. "The Place of Organization in Institutional Development" by Marshall Z. Dimock, associate professor of public administration at the university, and "Public Relations in Public Administration" by James L. McCamy, of the social studies faculty of Bennington College, are other chapters well worth reading by the administrator of any social or civic institution.

A reading list compiled by each contributor for his subject includes many references to books and articles of wide application outside the library field.

BEATRICE SAWYER ROSSELL
American Library Association

Difficult Children

THE CLINICAL TREATMENT OF THE PROBLEM CHILD, by Carl R. Rogers. Houghton, Mifflin. 393 pp. Price $3 postpaid by Survey Associates, Inc.

THIS is a simple textbook for the various professional groups trying to cope with the problems of children. Particularly useful is Dr. Rogers' exposition of the component-factor method of diagnosis which involves a consideration of heredity, the family, economics, cultural and social factors, education, training, and other elements entering into human activity.

The second and third parts of the book deal with the change and the modification of environment as therapeutic procedures, and include a discussion of foster homes, institutional placements, alteration of parental attitudes, the utilization of schools and clubs. The fourth section is concerned with various techniques dealing with the individual, such as educative and expressive therapies, and the deeper psychoanalytic procedures.
New York IRA S. WILE, M.D.

Run of the Shelves

GETTING READY TO BE A FATHER, by Hazel Corbin. Macmillan. 48 pp. Price $1.25 postpaid by Survey Associates, Inc.

DEDICATED to "The men who attended the first class for expectant fathers at the Maternity Center Association," Miss Corbin's little book, delightfully illustrated, tells the story of "George" and how he earned the degree P.P. (Prepared Papa). The book is full of good "takeable" advice imparted with wisdom and humor. It would be useful for any group starting a class for prospective fathers and is an ideal gift for young "expectings."

SOCIAL SERVICE IN INDIA, Edited by Sir Edward Blunt. British Library of Information, 50 Rockefeller Plaza, New York. 446 pp. Price $2.90 postpaid by Survey Associates, Inc.

SIX British administrators and the editor give here a picture of the vastness and variety of the land they have served. The book covers a wider field than its title indicates, including chapters on population distribution, caste, agriculture, industrial labor, health and education. There is also a discussion of cooperatives and local government and suggestions of the probable direction which future improvements may take. While written primarily for probationers in the Indian Civil Service, the book would be of interest to any student of Indian social life.

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CHILD WELFARE LEAGUE OF AMERICA— Miss Sybil Foster, Acting Director, 130 E. 22nd Street, New York City. A league of children's agencies and institutions to secure improved standards and methods in their various fields of Work. It also co-operates with other children's agencies, cities, states, churches, fraternal orders and other civic groups to work out worth-while results in phase of child welfare in which they are interested.

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AMERICAN LEGION NATIONAL CHILD WELFARE DIVISION, 777 North Meridian Street, Indianapolis, Ind. Three-phase program: Education; legislation for benefit of all children; temporary material relief to children of veterans of World War. Emma C. Puschner, Director.

THE NATIONAL SOCIETY FOR CRIPPLED CHILDREN OF THE U.S.A., INC., Elyria, Ohio. Paul H. King, President; E. Jay Howenstine, Executive Secretary. Promotes organization of national, state, provincial and local societies for crippled children. Aids in development of their programs. Assists in drafting and securing the passage of legislation in behalf of cripples. Maintains a Bureau of Information with loan library service. Conducts yearly an Easter Crippled Children Seal Campaign. Bulletins. *"The Crippled Child"* magazine, bimonthly, $1 a year.

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NATIONAL INSTITUTE OF IMMIGRANT WELFARE—1270 Sixth Avenue, New York. A league of International Institutes, Citizenship Councils and other local agencies specializing in the interests of the foreign born. Gives consultation, field service, program content to agencies engaged in any form of constructive effort for the foreign-born in local communities.

Health

THE NATIONAL COMMITTEE FOR MENTAL HYGIENE, INC.—Dr. Arthur H. Ruggles, president; Dr. C. M. Hincks, general director; Clifford W. Beers, secretary; 50 West 50th Street, New York City. Pamphlets on mental hygiene, child guidance, mental disease, mental defect, psychiatric social work and other related topics. Catalogue of publications sent on request. "Mental Hygiene," quarterly, $3.00 a year.

NATIONAL ORGANIZATION FOR PUBLIC HEALTH NURSING—50 W. 50th St., New York. Dorothy Deming, R. N., Gen. Dir. Advisory Service, statistics, monthly magazine.

NATIONAL TUBERCULOSIS ASSOCIATION— 50 West 50th Street, New York, Dr. Kendall Emerson, managing director. Pamphlets of methods and program for the prevention of tuberculosis. Publications sold and distributed through state associations in every state. American Review of Tuberculosis, medical journal, $8.00 a year; and Monthly Bulletin, house organ, free.

BIRTH CONTROL FEDERATION OF AMERICA —A clearing house cooperating with social workers in referring indigent mothers to medically directed birth control clinics in 42 states, including 22 centers in Greater New York. In areas lacking centers, qualified physicians are available. Phone or write: 501 Madison Avenue, New York City. Wickersham 2-8600. Honorary Chairman, Margaret Sanger. Chairman of the Board, Richard N. Pierson, M.D. General Director, Woodbridge E. Morris, M.D.

THE WOMEN'S FIELD ARMY OF THE AMERICAN SOCIETY FOR THE CONTROL OF CANCER, 1250 Sixth Avenue, New York City. An educational group of lay women active in forty-three states under the supervision of physicians representing state medical societies. Information, literature, speakers, newspaper articles may be secured without charge.

New York City

THE BIRTH CONTROL CLINICAL RESEARCH BUREAU, 17 West 16th Street; **MARGARET SANGER,** Director; has added evening sessions, Wednesday and Thursday evening from 7 to 9 P.M., for the benefit of mothers who work and cannot come to the Clinic daily from 9 to 4.

Family Living

ASSOCIATION FOR FAMILY LIVING, THE Resource in child guidance, marriage and family relations. Speakers, counseling, library and materials in youth and parent education. 220 S. State St., Chicago.

Recreation

NATIONAL RECREATION ASSOCIATION— 315 Fourth Ave., New York City. To bring to everybody in America, young or old, an opportunity to find the best and most satisfying recreational use of leisure time through participation in music, drama, sports and games, arts and crafts, nature activities; and to help secure adequate playgrounds, recreation centers, swimming pools, beaches, athletic fields and other recreational facilities.

Penology

THE OSBORNE ASSOCIATION, INC., 114 East 30th Street, New York, N. Y. Telephone CAledonia 5-9720-9721. Activities:—Collects information about penal institutions and works to improve standards of care in penal institutions. Aids discharged prisoners in their problems of readjustment by securing employment and giving such other assistance as they may require. Wm. B. Cox, Executive Secretary.

Religious Organizations

COUNCIL OF WOMEN FOR HOME MISSIONS —297 Fourth Avenue, New York City. The Inter-Denominational body of 23 women's home mission boards of the United States and Canada uniting in program and financial responsibility for enterprises which they agree to carry, cooperatively; i.e., Christian social service in Migrant labor camps and U. S. Indian schools. President, Mrs. Augustus Trowbridge; Executive Secretary, Edith E. Lowry; Migrant Supervisor, Western Area, Mrs. F. E. Shotwell; Migrant Supervisor, Gulf to Great Lakes Area, Mrs. Kenneth D. Miller.

NATIONAL COUNCIL OF JEWISH WOMEN, INC.—1819 Broadway, New York City. Mrs. Maurice L. Goldman, President; Mrs. Benjamin Spitzer, Chairman Ex. Com.; Mrs. Marion M. Miller, Executive Director. Organization of Jewish women initiating and developing programs and activities in service for foreign born, peace, social legislation, adult Jewish education, and social welfare. Conducts bureau of international service. Serves as clearing bureau for local affiliated groups throughout the country.

NATIONAL BOARD, YOUNG WOMEN'S CHRISTIAN ASSOCIATIONS, 600 Lexington Ave., New York City. An international Christian woman movement devoted to service for women and girls and the attempt to help build a society in which the abundant life is possible for every individual.

NATIONAL COUNCIL OF YOUNG MEN'S CHRISTIAN ASSOCIATIONS—347 Madison Avenue, New York City, Eskil C. Carlson, President; John E. Manley, General Secretary. A federation of 1123 local associations, through state and area councils, for Christian character education among youth. Meets annually to determine service projects and budget for cooperation with local member organization in program, emphasis and interpretation, fiscal operations, etc. Emphasizes lay-professional cooperation, group and club activity and self-governing programs of physical, social and religious education, public affairs, international education and special cooperative projects, citizenship, etc. Specialized work among transportation, army and navy, student, colored, rural, and certain other groups.

National Conference

NATIONAL CONFERENCE OF SOCIAL WORK —Grace L. Coyle, President, Cleveland, Ohio; Howard R. Knight, Secretary, 82 N. High St., Columbus, Ohio. The Conference is an organization to discuss the principles of humanitarian effort and to increase the efficiency of social service agencies. Each year it holds an annual meeting, publishes in permanent form the Proceedings of the meeting, and issues a quarterly Bulletin. The sixty-seventh annual convention of the Conference will be held in Grand Rapids, Mich., May 26-June 2, 1940. Proceedings are sent free of charge to all members upon payment of a membership fee of $5.

Racial Adjustment

NATIONAL URBAN LEAGUE, INC., with its 44 branches improves social conditions of Negroes seeking "not alms, but opportunity" for them. Secures and trains social workers. Investigates conditions of city life as bases for practical work. Publishes OPPORTUNITY, Journal of Negro Life. Solicits gifts. 1133 Broadway, New York, N. Y.

Community Chests

COMMUNITY CHESTS AND COUNCILS, INC. 155 East 44th Street, New York. Information and consultation about cooperative planning and financing of social work through chests and councils of social agencies.

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Professional Education for Social Work

For positions of responsibility in social Work, professional education is essential. The following schools constitute the membership of the American Association of Schools of Social Work. Correspondence with individual schools is recommended. For information regarding the Association address the Secretary, Miss Marion Hathway, University of Pittsburgh, Pittsburgh, Pa.

ATLANTA UNIVERSITY SCHOOL OF SOCIAL WORK
247 Henry St., S.W., Atlanta, Ga.
Forrester B. Washington, *Director*

BOSTON COLLEGE SCHOOL OF SOCIAL WORK
126 Newbury Street, Boston, Mass.
Rev. Walter McGuinn, S.J., *Dean*

BOSTON UNIVERSITY, DIVISION OF SOCIAL WORK
84 Exeter St., Boston, Mass.
Richard K. Conant, *Director*

BRYN MAWR COLLEGE, Bryn Mawr, Pa.
Carola Woerishoffer Graduate Dept. of Social Economy and Social Research
Mildred Fairchild, *Director*

UNIVERSITY OF BUFFALO SCHOOL OF SOCIAL WORK
University Campus, and 25 Niagara Square
Niles Carpenter, *Dean*

UNIVERSITY OF CALIFORNIA, Berkeley, Calif.
Graduate Curriculum in Social Service

CARNEGIE INSTITUTE OF TECHNOLOGY
Department of Social Work, Pittsburgh, Pa.
Mary Clarke Burnett, *Head of Department*

CATHOLIC UNIVERSITY OF AMERICA
School of Social Work, Washington, D. C.
Rev. Thomas E. Mitchell, *Dean*

UNIVERSITY OF CHICAGO, Chicago, Ill.
School of Social Service Administration
Edith Abbott, *Dean*

UNIVERSITY OF DENVER, Denver, Colorado
Graduate School, Department of Social Work
Florence W. Hutsinpillar, *Director*

FORDHAM UNIVERSITY SCHOOL OF SOCIAL SERVICE
805 Woolworth Building, New York, N. Y.
Miss Anna E. King, *Dean*

GRADUATE SCHOOL FOR JEWISH SOCIAL WORK
71 West 47th Street, New York, N. Y.
Maurice J. Karpf, *Director*

INDIANA UNIVERSITY, Indianapolis, Indiana
Training Course for Social Work
Louis E. Evans, *in charge*

STATE UNIVERSITY OF IOWA, Iowa City, Iowa
Division of Social Administration
Grace Beals Ferguson, *Director*

UNIVERSITY OF LOUISVILLE, Louisville, Ky.
Graduate Division of Social Administration
Margaret K. Strong, *Director*

LOYOLA UNIVERSITY SCHOOL OF SOCIAL WORK
28 North Franklin Street, Chicago, Ill.
Rev. Elmer A. Barton, S.J., *Dean*

UNIVERSITY OF MICHIGAN, Curriculum
in Social Work, 40 East Ferry Street
Detroit and Ann Arbor, Mich.

UNIVERSITY OF MINNESOTA, Minneapolis, Minn.
Graduate Course in Social Work
F. Stuart Chapin, *Director*

THE MONTREAL SCHOOL OF SOCIAL WORK
3600 University St., Montreal, Canada
Dorothy King, *Director*

NATIONAL CATHOLIC SCHOOL OF SOCIAL SERVICE
2400 19th Street, N.W., Washington, D. C.
Rev. Lucian L. Lauerman, *Director*

THE NEW YORK SCHOOL OF SOCIAL WORK
122 East 22nd Street, New York, N. Y.
Walter W. Pettit, *Director*

UNIVERSITY OF NORTH CAROLINA, Division of
Public Welfare and Social Work, Chapel Hill, N. C.
Roy M. Brown, *Director*

NORTHWESTERN UNIVERSITY, Division of Social Work
313 East Chicago Avenue, Chicago, Ill.
William F. Byron, *Chairman*

OHIO STATE UNIVERSITY, Columbus, Ohio
School of Social Administration
Charles C. Stillman, *Director*

UNIVERSITY OF OKLAHOMA, Norman, Oklahoma
School of Social Work
J. J. Rhyne, *Director*

UNIVERSITY OF PENNSYLVANIA, Philadelphia, Pa.
Pennsylvania School of Social Work
Karl de Schweinitz, *Director*

UNIVERSITY OF PITTSBURGH, Pittsburgh, Pa.
School of Applied Social Sciences
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ST. LOUIS UNIVERSITY SCHOOL OF SOCIAL SERVICE
St. Louis, Missouri
Rev. Joseph Husslein, S.J., *Director*

SIMMONS COLLEGE SCHOOL OF SOCIAL WORK
18 Somerset Street, Boston, Mass.
Katharine D. Hardwick, *Director*

SMITH COLLEGE SCHOOL FOR SOCIAL WORK
Northampton, Massachusetts
Everett Kimball, *Director*

UNIVERSITY OF SOUTHERN CALIFORNIA, Los Angeles
Graduate School of Social Work
Arlien Johnson, *Dean*

UNIVERSITY OF TORONTO, Toronto, Canada
Department of Social Science
A. E. Grauer, *Director*

TULANE UNIVERSITY, New Orleans, Louisiana
School of Social Work
Elizabeth Wisner, *Dean*

UNIVERSITY OF WASHINGTON, Seattle
Graduate School of Social Work
Ernest Witte, *Director*

WASHINGTON UNIVERSITY, St. Louis, Missouri
George Warren Brown Dept. of Social Work
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WESTERN RESERVE UNIVERSITY, Cleveland, Ohio
School of Applied Social Sciences
James Elbert Cutler, *Dean*

COLLEGE OF WILLIAM AND MARY, School of
Social Work and Public Health, Richmond, Va.

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